

# **WESTPORT PLANNING AREA**

As approved in 1972 and  
amended through March, 1998



**City of Kansas City, Missouri  
City Planning & Development Department**

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# WESTPORT PLANNING AREA

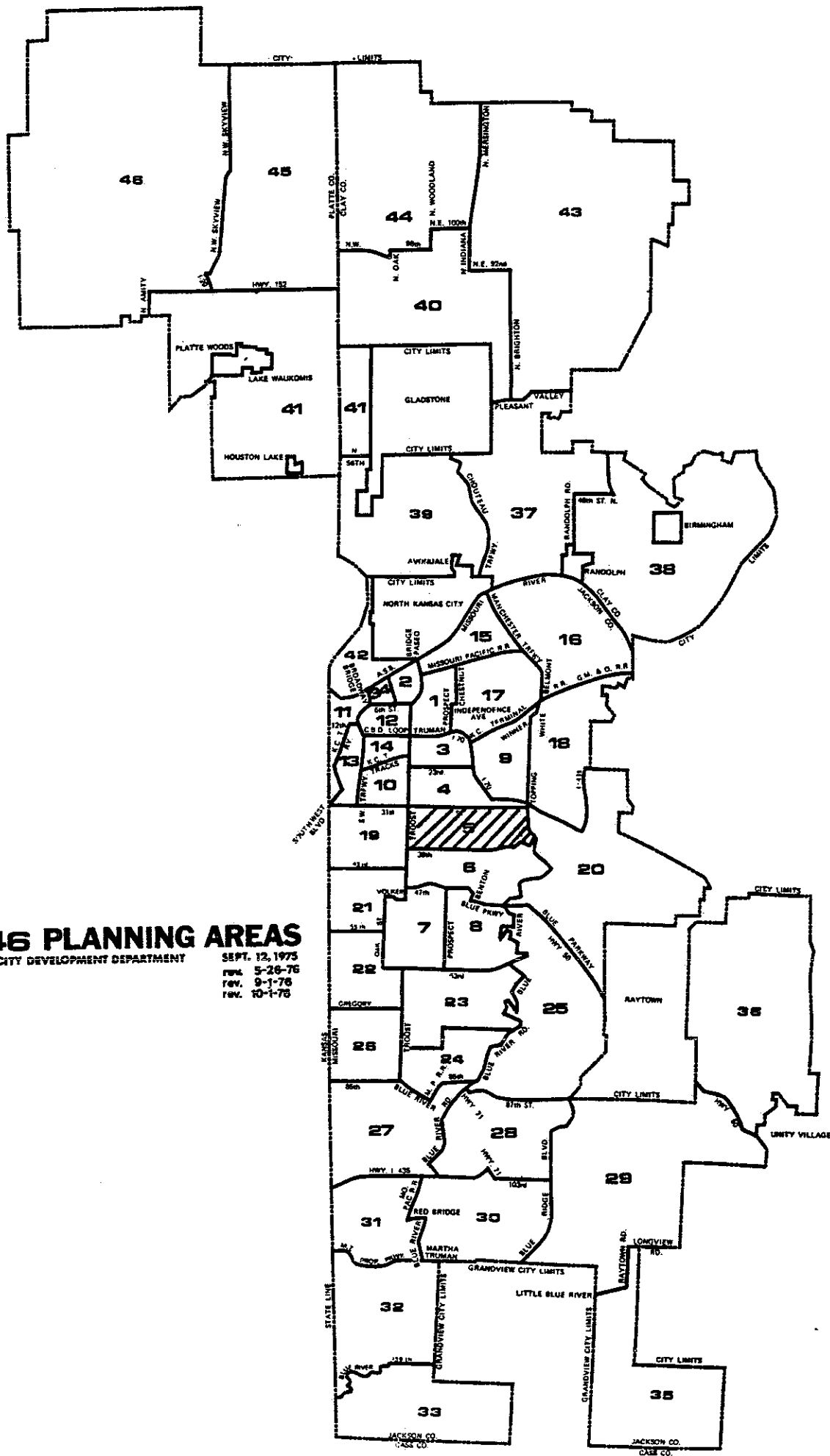
PREPARED FOR  
THE CITY PLAN COMMISSION  
OF  
KANSAS CITY, MISSOURI

JUNE 7, 1972

As amended in 1984, 1985, 1986, 1989, 1990, 1993, 1994, 1995, 1996, 1997, 1998

All statements in **BOLD** throughout the text refer to amendments as noted. Amendments based on the Plaza Urban Design and Development Plan (June, 1989) refer to page numbers in that plan.

CITY PLANNING AND DEVELOPMENT DEPARTMENT  
KANSAS CITY, MISSOURI



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## **RESOLUTION NO. 971635**

**Amending the Westport Planning Area Plan by repealing the adopted Land Use Plan and Map and approving a new Land Use Plan and Map for the area generally located on both sides of platted Holly Street, between extended 33rd Street and extended 36th Street, which changes the recommended land uses from "industrial uses" to "park and open space uses".**

WHEREAS, on August 11, 1972, City Council by Ordinance No. 41438 adopted the Westport Planning Area Plan being the Plan for development and redevelopment of that area bounded by 31st Street on the north, Brush Creek Boulevard on the south, Troost Avenue on the east and the Kansas-Missouri state line on the west; and

WHEREAS, said Plan has been further amended by Resolution No. 56687, adopted July 26, 1984; by Resolution 58324, adopted October 18, 1985; by Resolution No. 57006, adopted October 10, 1984; by Resolution No. 57648, adopted November 27, 1985; by Resolution No. 59731, adopted August 7, 1986; by Resolution No. 64825, adopted March 11, 1990; by Resolution No. 64797, adopted January 11, 1990; by Resolution No. 921429, adopted March 18, 1993; by Resolution No. 931403, adopted March 17, 1994; by Resolution No. 940741, adopted September 15, 1994; by Committee Substitute for Resolution No. 950097, adopted March 2, 1995; by Resolution No. 960778, adopted August 22, 1996; and by Resolution No. 971415, adopted October 23, 1997; and

WHEREAS, after further review by the City Development Department it has been deemed appropriate to amend the Westport Planning Area Plan as it affects the area generally located on both sides of platted Holly Street, between extended 33rd Street and extended 36th Street, to modify the Adopted Land Use Plan for such areas from "industrial uses" to "park and open space uses"; and

WHEREAS, public notice of a hearing before the City Plan Commission was published on October 21, 1997; and

WHEREAS, the City Plan Commission considered such amendment to the Proposed Land Use Map on November 4, 1997; and

WHEREAS, after all interested persons were given an opportunity to present testimony, the City Plan Commission did on November 4, 1997, recommend approval of the proposed amendment to the Westport Planning Area Plan; NOW, THEREFORE,

**BE IT RESOLVED BY THE COUNCIL OF KANSAS CITY:**

Section A. That the Westport Planning Area Plan is hereby amended by repealing the Proposed Land Use Plan and Map and adopting a new Land Use Plan and Map for the area generally located on both sides of platted Holly Street, between extended 33rd Street and extended 36th Street, which changes the recommended land uses from "industrial uses" to "park and open space uses". A copy of said amendment to the Westport Planning Area Plan is on file in the office of the City Clerk and is incorporated herein by reference.

## **COMMITTEE SUBSTITUTE FOR RESOLUTION NO. 971414**

**Amending the Westport Planning Area Plan by repealing the adopted Land Use Plan and Map and approving a new Land Use Plan and Map for the area generally located at the northwest corner of Main Street and Armour Boulevard which changes the recommended land uses from "office and multi-family residential-low density uses" to "retail uses" and adds certain guidelines to the Environmental Design Guidelines section of the Plan.**

WHEREAS, on August 11, 1972, City Council by Ordinance No. 41438 adopted the Westport Planning Area Plan being the Plan for development and redevelopment of that area bounded by 31st Street on the north, Brush Creek Boulevard on the south, Troost Avenue on the east and the Kansas-Missouri state line on the west; and

WHEREAS, said Plan has been further amended by Resolution No. 56687, adopted July 26, 1984; by Resolution 58324, adopted October 18, 1985; by Resolution No. 57006, adopted October 10, 1984; by Resolution No. 57648, adopted November 27, 1985; by Resolution No. 59731, adopted August 7, 1986; by Resolution No. 64825, adopted March 11, 1990; by Resolution No. 64797, adopted January 11, 1990; by Resolution No. 921429, adopted March 18, 1993; by Resolution No. 931403, adopted March 17, 1994; by Resolution No. 940741, adopted September 15, 1994; by Committee Substitute for Resolution No. 950097, adopted March 2, 1995; by Resolution No. 960778, adopted August 22, 1996; and by Resolution No. 971415, adopted October 23, 1997; and

WHEREAS, after further review by the City Development Department it has been deemed appropriate to amend the Westport Planning Area Plan as it affects that area located at the northwest corner of Main Street and Armour Boulevard, to modify the Adopted Land Use Plan and Map for such area which changes the recommended land uses from "office and multi-family residential-low density uses" to "retail uses" and to add certain guidelines to the Environmental Design Guidelines section of the Plan; and

WHEREAS, public notice of a hearing before the City Plan Commission was published on August 18, 1997; and

WHEREAS, the City Plan Commission considered such amendment to the Proposed Land Use Plan and Map and addition of certain guidelines to the Environmental Design Guidelines section of the Plan on September 2, 1997; and

WHEREAS, after all interested persons were given an opportunity to present testimony, the City Plan Commission did on September 2, 1997, recommend approval of the proposed amendment to the Westport Planning Area Plan; NOW, THEREFORE,

**BE IT RESOLVED BY THE COUNCIL OF KANSAS CITY:**

## RESOLUTION NO. 971415

Amending the Westport Planning Area Plan by repealing the adopted Land Use Plan and Map and approving a new Land Use Plan and Map for the area generally located west of Central Street from 36th Street to 37th Street and the area generally located at the southwest corner of 37th Street and Central Street which changes the recommended land uses from "multi-family residential-low density uses" to "retail uses".

WHEREAS, on August 11, 1972, City Council by Ordinance No. 41438 adopted the Westport Planning Area Plan being the Plan for development and redevelopment of that area bounded by 31st Street on the north, Brush Creek Boulevard on the south, Troost Avenue on the east and the Kansas-Missouri state line on the west; and

WHEREAS, said Plan has been further amended by Resolution No. 56687, adopted July 26, 1984; by Resolution 58324, adopted October 18, 1985; by Resolution No. 57006, adopted October 10, 1984; by Resolution No. 57648, adopted November 27, 1985; by Resolution No. 59731, adopted August 7, 1986; by Resolution No. 64825, adopted March 11, 1990; by Resolution No. 64797, adopted January 11, 1990; by Resolution No. 921429, adopted March 18, 1993; by Resolution No. 931403, adopted March 17, 1994; by Resolution No. 940741, adopted September 15, 1994; by Committee Substitute for Resolution No. 950097, adopted March 2, 1995; and by Resolution No. 960778, adopted August 22, 1996; and

WHEREAS, after further review by the City Development Department it has been deemed appropriate to amend the Westport Planning Area Plan as it affects the area generally located west of Central Street from 36th Street to 37th Street and the area generally located at the southwest corner of 37th Street and Central Street to modify the Adopted Land Use Plan for such areas from "multi-family residential-low density uses" to "retail uses"; and

WHEREAS, public notice of a hearing before the City Plan Commission was published on March 17, 1997; and

WHEREAS, the City Plan Commission considered such amendment to the Proposed Land Use Map on April 1, 1997; and

WHEREAS, after all interested persons were given an opportunity to present testimony, the City Plan Commission did on April 1, 1997, recommend approval of the proposed amendment to the Westport Planning Area Plan; NOW, THEREFORE,

BE IT RESOLVED BY THE COUNCIL OF KANSAS CITY:



COMMITTEE SUBSTITUTE FOR RESOLUTION NO. 960778

Amending the Westport Planning Area Plan by repealing the Land Use Plan and approving a new Land Use Plan within the areas generally located on the east side of Gillham Road, south of 37th Street, and on the east side of Gillham Road, south of 38th Street.

WHEREAS, on August 11, 1972, Ordinance No. 41438 adopted the Westport Planning Area Plan as a plan for future development within an area generally bounded on the north by 31st Street Trafficway, on the west by State Line Road, on the south by Ward Parkway and on the east by Troost Avenue; and

WHEREAS, the Westport Plan has been amended by Ordinance No. 56687, Ordinance No. 57006, Ordinance No. 58324, Ordinance No. 57648, Ordinance No. 59731, Committee Substitute for Resolution No. 63219, Resolution No. 64634, Resolution No. 64797, Resolution No. 64825, Resolution No. 941429, Resolution No. 931403, Resolution No. 940741, and Committee Substitute for Resolution No. 950097; and

WHEREAS, due to certain changes over the years, it is desirable to modify certain components of the Westport Plan by amendments to the Land Use Plan; NOW, THEREFORE,

BE IT RESOLVED BY THE COUNCIL OF KANSAS CITY:

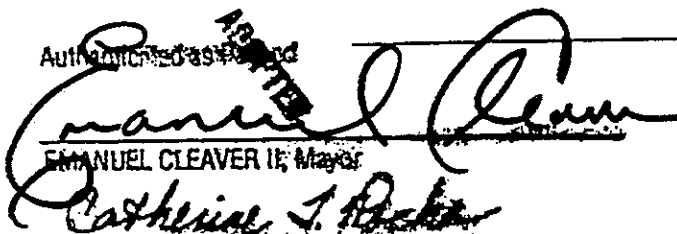
Section A. That the Westport Planning Area Plan is hereby amended by repealing the Land Use Plan and approving a new Land Use Plan by changing the multi-family residential uses to one and two family residential uses in the following areas:

1. The area generally located on the east side of Gillham Road, south of 37th Street; and
2. The area generally located on the east side of Gillham Road, south of 38th Street;

and approving in lieu thereof a new Land Use Plan for said area, a copy of which Land Use Plan is attached hereto and incorporated herein by reference as Exhibit "A".

Section B. That the Council finds and declares that before taking any action on the proposed amendment, all public notices and hearings and required by law have been given and had.

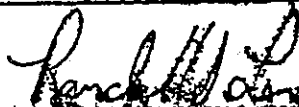
Authenticating Stamp

  
EMANUEL CLEAVER II, Mayor

  
Catherine J. Becker

City Clerk

By

  
Kenneth H. Davis

Deputy City Clerk

AUG 22 1996

**COMMITTEE SUBSTITUTE FOR RESOLUTION NO. 940741**

Adopted September 15, 1994

AMENDING THE WESTPORT PLANNING AREA PLAN BY REPEALING THE LAND USE PLAN AND APPROVING A NEW LAND USE PLAN WITHIN AN AREA GENERALLY BOUNDED BY VALENTINE ROAD, KNICKERBOCKER PLACE, WASHINGTON STREET, BROADWAY BOULEVARD, CENTRAL STREET, AND 38TH STREET.

WHEREAS, on August 11, 1972, Ordinance No. 41438 adopted the Westport Planning Area Plan as a plan for future development within an area generally bounded on the north by 31 Street Trafficway, on the west by State Line Road, on the south by Ward Parkway and on the east by Troost Avenue; and

WHEREAS, the Westport Plan has been amended by Ordinance No. 56687, Ordinance No. 57006, Ordinance No. 58324, Ordinance No. 57648, Ordinance No. 59731, Committee Substitute for Resolution No. 63219, Resolution No. 64825, Resolution No. 921429, Resolution No. 931403; and

WHEREAS, due to certain changes over the years, it is desirable to modify certain components of the Westport Plan by amendments to the Land Use Plan; NOW, THEREFORE,

BE IT RESOLVED BY THE COUNCIL OF KANSAS CITY:

Section A. That the Westport Planning Area Plan is hereby amended by repealing the Land Use Plan and approving a new Land Use Plan within an area generally bounded by Knickerbocker Place, Washington Street, Central Street, and 38th Street; and approving in lieu thereof a new Land Use Plan for said area, a copy of which Land Use Plan is attached hereto and incorporated herein by reference, as Exhibit "A", and that the following guidelines be added to page 64 of the Plan:

1. Development on the east side of Washington Street shall be designed to adequately screen the surrounding residences from activity related to any non-residential use.
2. All access to the site shall be provided on either Broadway Boulevard or Valentine Road.
3. The final design of landscaping, screening, lighting, signage, and building facades shall be reviewed and approved by the Director of City Development through a URD rezoning process.
4. Development shall conform to appropriate guidelines for historic properties and historic preservation, as administered by the City's Historic Preservation Management Division.
5. Development shall not create excessive noise levels, as may be determined by the Health Department, beyond the boundaries of the subject site.
6. Landscaping and screening plans along Broadway Boulevard shall be reviewed and approved by the Parks and Recreation Department.

Section B. That the Council hereby finds and declares that before taking any action on the proposed amendment, all public notices and hearings required by law have been given and had.

**RESOLUTION NO. 921429**

Adopted March 18, 1993

AMENDING THE WESTPORT PLANNING AREA PLAN BY REPEALING THE LAND USE PLAN AND CERTAIN DESIGN GUIDELINES AND THE PROPOSED ZONING DISTRICT MAP THEREFOR AND APPROVING A NEW LAND USE PLAN, FOR THAT AREA BOUNDED BY MAIN STREET, GILLHAM PLAZA, LINWOOD BOULEVARD, AND 34TH STREET.

WHEREAS, on August 11, 1972, Ordinance No. 41438 adopted the Westport Planning Area Plan as a plan for future development within an area generally bounded on the north by 31st Street Trafficway, on the west by State Line Road, on the south by Ward Parkway and on the east by Troost Avenue; and

WHEREAS, the Westport Plan has been amended by Ordinance No. 56687, adopted July 26, 1984; Ordinance No. 57006, adopted October 18, 1984; Ordinance No. 58324, adopted October 10, 1985; Ordinance No. 57648, adopted November 27, 1985; Ordinance No. 59731, adopted August 7, 1986; Committee Substitute for Resolution No. 63219, adopted June 1, 1989; and Resolution No. 64825, adopted March 1, 1990; and

WHEREAS, due to certain changes over the years, it is desirable to modify certain components of the Westport Plan by amendments to the Land Use Plan and deletion of certain design guidelines and the Proposed Zoning District Map; NOW, THEREFORE,

BE IT RESOLVED BY THE COUNCIL OF KANSAS CITY:

Section A. That the Westport Planning Area Plan is hereby amended by repealing the Land Use Plan for the area between Main Street on the west, Linwood Plan on the east, Linwood Boulevard on the north, and 34th Street on the south; and approving in lieu thereof a new Land Use Plan for said area for retail usage, a copy of which Land Use Plan is attached hereto and incorporated herein by reference, as Exhibit "A".

Section B. That the Westport Planning Area Plan as approved by Ordinance No. 41438, passed August 11, 1972, is hereby amended by repealing the Proposed Zoning Districts Map in its entirety.

Section C. That the Westport Planning Area Plan as approved by Ordinance No. 41438, passed August 11, 1972, is hereby amended by deleting in its entirety the following text of page 22 of the Plan:

"For the retail area located at the southeast corner of the Linwood Boulevard and Main Street intersection, office and multifamily redevelopment would also be appropriate. Due to the planning concerns relating to the Parks and Boulevard System, compatibility with surrounding residential areas, and urban design considerations, any redevelopment will be subject to the following guidelines:

1. Preserve established boulevard setbacks on Linwood and Warwick Boulevards.
2. Provide landscaping treatments adjacent to Linwood and Warwick Boulevards, subject to approval by the Parks Department.
3. Substantially reflect the design standards as established by the Main Street URD.

**A RESOLUTION 64825**

Adopted March 11, 1990

AMENDING THE WESTPORT PLANNING AREA PLAN BY REPEALING THE LAND USE PLAN AND THE PROPOSED ZONING DISTRICT MAP THEREFORE AND APPROVING A NEW LAND USE PLAN, A NEW ZONING DISTRICT MAP, AND BY ADDING CERTAIN DESIGN GUIDELINES, FOR THAT AREA BOUNDED BY MAIN STREET, WARWICK BOULEVARD, LINWOOD BOULEVARD, AND 34TH STREET.

WHEREAS, on August 11, 1972, Ordinance No. 41438 adopted the Westport Planning Area Plan as a plan for future development within an area generally bounded on the north by 31st Street Trafficway, on the west by State Line Road, on the south by Ward Parkway and on the east by Troost Avenue; and

WHEREAS, the Westport Plan has been amended by Ordinance No. 56687, adopted July 26, 1984; Ordinance No. 57006, adopted October 18, 1984; Ordinance No. 58324, adopted October 10, 1985; Ordinance No. 57648, adopted November 27, 1985; Ordinance No. 59731, adopted August 7, 1986; and Committee Substitute for Resolution No. 63219, adopted June 1, 1989; and

WHEREAS, due to certain changes over the years, it is desirable to amend the proposed zoning plan; and

WHEREAS, the City Plan Commission did hold a public hearing on the proposed amendments on September 5, 1989, and did recommend approval of said amendment on September 19, 1989; NOW, THEREFORE,

BE IT RESOLVED BY THE COUNCIL OF KANSAS CITY:

Section A. That the Westport Planning Area Plan is hereby amended by repealing the Land Use Plan for the area between Main Street on the west, Warwick Boulevard on the east, Linwood Boulevard on the north, and 34th Street on the south; and approving in lieu thereof a new Land Use Plan for said area for retail usage, a copy of which Plan is attached hereto and incorporated herein by reference, as Exhibit "A".

Section B. That the Westport Planning Area Plan as approved by Ordinance No. 41438, passed August 11, 1972, is hereby amended by repealing the Proposed Zoning Districts Map for that area between Main Street on the west, Warwick Boulevard on the east, Linwood Boulevard on the north, and 34th Street on the south; and approving in lieu thereof a new Proposed Zoning Districts Map for said area for District URD, urban development, a copy of which Map is attached hereto and incorporated herein by reference, as Exhibit "B".

Section C. That the Westport Planning Area Plan as approved by Ordinance No. 41438, passed August 11, 1972, is hereby amended by adding the following text to page 22 of the Plan, as more fully set forth in Exhibit "C":

"For the retail area located at the southeast corner of the Linwood Boulevard and Main Street intersection, office and multifamily redevelopment would also be appropriate. Due to the planning concerns relating to the Parks and Boulevard System, compatibility with surrounding residential areas, and urban design considerations, any redevelopment will be subject to the following guidelines:

**COMMITTEE SUBSTITUTE FOR RESOLUTION 64797**

Adopted January 11, 1990

**AMENDING THE WESTPORT PLAN BY REPEALING THE PROPOSED ZONING DISTRICTS MAP AND ENACTING IN LIEU THEREOF A NEW PROPOSED ZONING DISTRICTS MAP.**

WHEREAS, the Westport Plan was approved by Ordinance No. 41438, passed August 21, 1972, for that area generally located between 31st Street and Brush Creek, State Line to Troost Avenue; and

WHEREAS, the Westport Plan has been amended by Ordinance No. 56687, adopted July 26, 1984; Ordinance No. 57006, adopted October 18, 1984; Ordinance No. 58324, adopted October 10, 1985; Ordinance No. 57648, adopted November 27, 1985; Ordinance No. 59731, adopted August 7, 1986; and Committee Substitute for Resolution No. 63219, adopted June 1, 1989; and

WHEREAS, the City Development Department has initiated a study concerning the appropriateness of the proposed zoning districts map on the Westport Plan; and

WHEREAS, on December 5, 1989, the City Plan Commission did hold a public hearing on the amendment to the Westport Plan and did recommend approval of same; NOW, THEREFORE,

**BE IT RESOLVED BY THE COUNCIL OF KANSAS CITY:**

Section A. That the Westport Plan is hereby amended by repealing the proposed zoning districts map and adopting in lieu thereof a new proposed zoning districts map to change the proposed zoning categories as follows:

Jefferson Street, Valentine to 38th Street, R2b to R1b;  
Pennsylvania Avenue, Valentine to 38th Street, R2b to R1b;  
Washington Street, south of Valentine to 38th Street, R3 to R1b;  
Summit Street, south of Valentine, R4 to R1b and R1a;

all as more specifically identified on the proposed zoning districts map, a copy of which is attached hereto and incorporated herein by reference.

Section B. That in all other respects, the Westport Plan, as amended, remains in full force and effect.

Section C. That the Council finds and declares that before taking any action on the proposed plan, all public notices and hearings required by law have been given and had.

**COMMITTEE SUBSTITUTE FOR RESOLUTION 63219**  
**A RESOLUTION**  
Adopted June 1, 1989

AMENDING THAT PART OF THE WESTPORT PLAN BY REPEALING THOSE SECTIONS INCONSISTENT WITH THE PLAZA URBAN DESIGN AND DEVELOPMENT PLAN.

WHEREAS, the Westport Plan was approved by Ordinance Number 41438, passed August 21, 1972, for that area generally located between 31st Street and Brush Creek, State Line to Troost Avenue; and

WHEREAS, the Westport Plan has been amended by Ordinance No. 56687, adopted July 26, 1984; Ordinance No. 57006, adopted October 18, 1984; Ordinance No. 58324, adopted October 10, 1985; Ordinance No. 57648, adopted November 27, 1985; and Ordinance No. 59731, adopted August 7, 1986; and

WHEREAS, the City Development Department has initiated a study for the area known as the Plaza Area bounded by 43rd Street, The Paseo, 55th Street and State Line Road; and

WHEREAS, on March 1, 1988, the City Plan Commission recommended approval of the Plaza Urban Design and Development Plan and the amendment thereto of the Westport Plan; NOW, THEREFORE,

**BE IT RESOLVED BY THE COUNCIL OF KANSAS CITY:**

Section A. That the Westport Plan is hereby amended by repealing all portions inconsistent with the Plaza Urban Design and Development Plan (Plaza Plan), specifically the Land Use Text, Recreation Text, Proposed Zoning Map and the Proposed Land Use Map are hereby repealed and new text and maps are hereby adopted therefor, copies of which are attached hereto and incorporated herein by reference; and said Westport Plan is further amended by reflecting the following points in the Plaza Plan:

1. That recommendations for water and sewer service are identified (page 38, Plaza Plan).
2. That general design guidelines for infill housing are recommended (pages 67-73, Plaza Plan).
3. That planning recommendations and design guidelines have been prepared for the Madison-Belleview Corridor (pages 75, 76 and 81, Plaza Plan); Roanoke Parkway and Ward Parkway area (pages 75-80, Plaza Plan); and Jefferson to Wornall, between 45th and 47th Streets (page 80, Plaza Plan).
4. That proposed transportation improvements include constructing a bridge over Brush Creek to connect Main Street to Brookside Boulevard, terminating Main Street at Ward Parkway and eliminating the Main Street bridge over Brush Creek (pages 51 and 55, Plaza Plan).
5. That additional transportation recommendations for the area south of 43rd Street/Westport Road are identified (pages 50-55, Plaza Plan).

**AN ORDINANCE NO. 59731**

Adopted August 7, 1986

AMENDING THE WESTPORT PLANNING AREA PLAN BY REPEALING THE LAND USE PLAN, THE PROPOSED ZONING DISTRICT MAP AND THE TEXT THEREFOR AND APPROVING A NEW LAND USE PLAN, A NEW ZONING DISTRICT MAP AND A NEW TEXT FOR THAT AREA BOUNDED BY 40TH STREET ON THE NORTH, PENNSYLVANIA AVENUE ON THE EAST, WESTPORT ROAD ON THE SOUTH, AN IRREGULAR LINE EXTENDING NORTHWESTERLY FROM WESTPORT ROAD TO SOUTHWEST TRAFFICWAY ON THE SOUTHWEST AND SOUTHWEST TRAFFICWAY ON THE WEST.

WHEREAS, on August 11, 1972, Ordinance No. 41438, adopted the Westport Planning Area Plan as a plan for future development within an area generally bounded on the north by 31st Street Trafficway, on the west by State Line Road, on the south by Ward Parkway and on the east by Troost Avenue; and

WHEREAS, due to certain changes over the years, it is desirable to amend the proposed land use and zoning plan as well as certain portions of the text; and

WHEREAS, the City Plan Commission did hold a public hearing on the proposed amendments on June 17, 1986, and did recommend approval of said amendment; NOW THEREFORE,

BE IT ORDAINED BY THE COUNCIL OF KANSAS CITY:

Section A. That the Westport Planning Area Plan as approved by Ordinance No. 41438, passed August 11, 1972, is hereby amended by repealing the Land Use Plan for the area bounded by 40th Street on the north, Pennsylvania Avenue on the east, Westport Road on the south, an irregular line extending northwesterly from Westport Road to Southwest Trafficway on the southwest and Southwest Trafficway on the west for retail commercial and multi-family residential and approving a new Land Use Plan for said area for mixed use (residential, commercial and office) and by repealing the Proposed Zoning Map for said area and approving in lieu thereof a new Map which would specifically provide for a change in proposed zoning from R-4 (low apartments), M-1 (light industrial) and C-2 (local retail business) to District URD (urban redevelopment district), if the area is declared blighted, as identified on the exhibit attached hereto and incorporated herein by reference, and by deleting all references to the use of City property for park purposes in the Section entitled "Recreation", page 28.

Section B. That the Council hereby finds and declares that before taking any action on the proposed amendment, all public notices and hearing required by law have been given and had.

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**AN ORDINANCE 58324**  
Adopted October 10, 1985

AMENDING THE WESTPORT PLANNING AREA PLAN BY REPEALING THE LAND USE PLAN AND THE PROPOSED ZONING DISTRICT MAP THEREFOR AND APPROVING A NEW LAND USE PLAN AND A NEW ZONING DISTRICT MAP FOR THAT AREA BETWEEN BRUSH CREEK BOULEVARD (47TH STREET), OAK STREET, BRUSH CREEK, AND THE KANSAS CITY TRANSITY COMPANY RIGHT-OF-WAY.

WHEREAS, on August 11, 1972, Ordinance No. 41438 adopted the Westport Planning Area Plan as a plan for future development within an area generally bounded on the north by 31st Street Trafficway, on the west by State Line Road, on the south by Ward Parkway and on the east by Troost Avenue; and

WHEREAS, due to certain changes over the years, it is desirable to amend the proposed zoning plan; and

WHEREAS, the City Plan Commission did hold a public hearing on the proposed amendments on June 4, 1985, and did recommend approval of said amendment; NOW, THEREFORE,

**BE IT ORDAINED BY THE COUNCIL OF KANSAS CITY:**

Section A: That the Westport Planning Area Plan as approved by Ordinance No. 41438, passed August 11, 1972, is hereby amended by repealing the Land Use Plan for the area between Brush Creek Boulevard (47th Street) on the north, Oak Street on the east, Brush Creek on the south and the Kansas City Transit Company right-of-way on the west for retail commercial and multi-family residential and approving a new Land Use Plan for said area for mixed use (residential, commercial and office) and by repealing the Proposed Zoning Map and approving in lieu thereof a new Map which would specifically provide for a change in proposed zoning from R-4 (low apartment), R-5 (high apartments) and C-2 (local retail business) to District C-3a2 (intermediate business - high buildings) for said area, as identified on the exhibit attached hereto and incorporated herein by reference.

Section B. That the Council hereby finds and declares that before taking any action on the proposed amendment, all public notice and hearings required by law have been given and had.

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**AN ORDINANCE 56687**

Adopted July 26, 1984

**AMENDING THE WESTPORT PLANNING AREA PLAN BY REPEALING THE PROPOSED ZONING MAP THEREFOR AND ENACTING A NEW ZONING MAP.**

WHEREAS, on August 11, 1972, Ordinance No. 41438 adopted the Westport Planning Area Plan as a plan for future development within an area generally bounded on the north by 31st Street Trafficway, on the west by State Line Road, on the south by Ward Parkway and on the east by Troost Avenue; and

WHEREAS, due to certain changes over the years, it is desirable to amend the proposed zoning plan; and

WHEREAS, the City Plan Commission did hold a public hearing on the proposed amendment on May 15, 1984, and did recommend approval of said amendment; NOW, THEREFORE,

**BE IT ORDAINED BY THE COUNCIL OF KANSAS CITY:**

Section A. That the Westport Planning Area Plan as approved by Ordinance No. 41438, passed August 11, 1972, is hereby amended by repealing the Proposed Zoning Map and enacting in lieu thereof a new Map which would specifically provide for a change in proposed zoning from R-4-O (low apartments, administrative office buildings) to District C-3a2 (intermediate business - high buildings) for an area lying between 45th Street on the north, Roanoke Parkway on the south, Belleview on the west and Madison on the east, as identified on the exhibit attached hereto and incorporated herein by reference.

Section B. That the Council hereby finds and declares that before taking any action on the proposed amendment, all public notices and hearings required by law have been given and had.

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I hereby certify that as required by Chapter 89, Revised Statutes of Missouri, 1978, as amended, the foregoing amendment was duly advertised and public hearings were held.

## INTRODUCTION

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The Westport Planning Area is the most cosmopolitan and diversely populated area in the Kansas City Region. Its colorful history portrays the major role Westport played in the early growth and development of the Metropolitan Area.

Residents, business leaders, other interest groups and public officials have wrestled with problems within and adjacent to the Westport area without the benefit of an official plan or policy statement to guide growth and development. A decision was made during the year of 1969 to correct this deficiency and to prepare long range definitive plans for areas or modules within the city, and the Westport Planning Area was given a high priority. It was believed that the modular approach would promote citizen participation in the planning process. Citizen groups could assist in developing realistic goals and objectives and have an understanding of their role in plan implementation. The Westport Planning Area, or module, encompasses an area bounded on the north by 31st Street and Linwood Boulevard; on the west by the Kansas-Missouri State Line; on the south by Ward Parkway; and Volker Boulevard; and on the east by Troost Avenue.

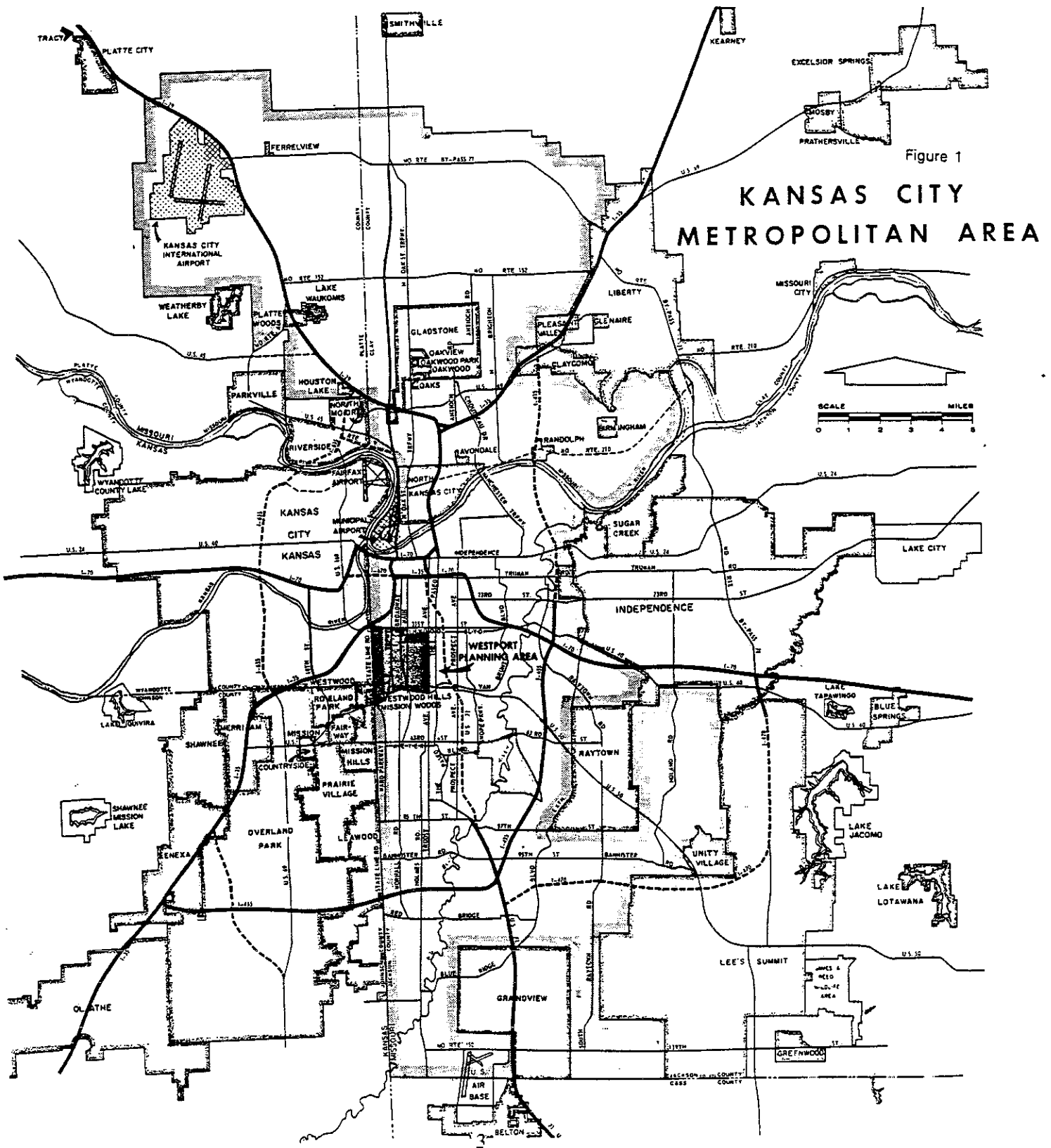
As indicated on the regional settings map, the Westport Planning Area is located about two miles south of the Central Business District and near the geographic center of Kansas City Area. The population center of the metropolitan area lies within the Westport Planning Area.

A number of major community facilities which serve the community and Kansas City regional area are located within or near the perimeter of the Westport Planning Area. These facilities add immeasurably to the cultural, educational and recreational experiences of people in the community and in

the Kansas City Region. They include a metropolitan Junior College Campus, Penn Valley Park, Nelson Gallery of Art, Kansas City Art Institute, Kansas City Conservatory of Music and the University of Missouri at Kansas City. Other major facilities which serve the area include St. Luke's Hospital, the Trinity Lutheran-St. Mary's Hospital complex and the University of Kansas Medical Center.

The comprehensive plan for the Westport Planning Area is presented in three parts. Westport Past and Present documents and evaluates the history of the area, population trends, school enrollment trends, housing, land use and the transportation network. The Westport Area development plan, intended as a policy statement for growth and development, shows location and types of land use proposed for the area; suggested development of the high-density central corridor; proposed development phases; location and size of parks and school sites; and transportation system improvements and areas suggested for historic preservation. The plan implementation section suggests priorities of development or redevelopment; zoning changes needed to effectuate the plan; renewal and rehabilitation alternatives; methods to undertake historic preservation and community organization and participation.

During the planning process, it was observed that many changes were taking place within and adjacent to the planning area. Most of these changes were the result of growth and development beyond the limits of the planning area. Changes in the transportation patterns, land use and life styles of people were most apparent in the area. The development plan for the area must, therefore, be examined in light of these changing conditions and the objectives of the plan should be directed towards an action program to guide orderly development or redevelopment of the planning area. The



# **WESTPORT PAST AND PRESENT**

## HISTORY

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The history of the Westport Planning Area is congruent with the history of the Kansas City Metropolitan Region. Part of it is told in history books and part of it in the decennial U.S. Census. It is of interest to all people of the region and of value to the residents of the planning area.

This region's role in the settlement of the West was as trading center and change point for mode of travel. The big bend in the Missouri River occurs here, and here Independence became the starting place for many west bound wagon trains. It was along the road west that Daniel Yoachman, in 1833, established a tavern and inn about twelve miles out of Independence at what is now the northwest corner of Mill Street and Westport Road.

Two years earlier, Reverend Isaac McCoy, a missionary and surveyor, settle with his family on a spot whose beauty had impressed him on his many journeys through the area. His house was located on the site of the original nurses' home of St. Luke's Hospital. John Calvin McCoy, Reverend McCoy's son, established McCoy's Trading Post in 1833 at what is now the northeast corner of Westport Road and Pennsylvania Avenue. He reasoned that a trading post at this location would be successful because it cut twelve miles off the journey to the West from the popular starting point of Independence. In effect, McCoy was bring supplies the first twelve miles from Independence to his post and selling the supplies to travelers who formerly bought them at Independence. In 1834, McCoy convinced a steamboat captain to bring supplies further up-stream to a rock ledge only four miles from McCoy's post. McCoy then picked up his supplies for the overland trip to his post from this ledge along the Missouri River at what became the foot of Main Street. This drop-off point became known as Westport

Landing.

In 1835 McCoy laid out lots and filed a plat for a new town to be called "Westport", port of entry to the West. The main street of the town was a part of the meandering Westport and Independence Road. Portions of this road still exist between Westport and Independence; Westport Road is one of these portions. At first McCoy deeded lots free to people who would build in the new town. Soon activity in Westport increased, and traders, explorers and settlers were supporting two trading posts, a tannery, a harness shop, a still and brewery, a bakery, doctors and lawyers. The second trading post was that of Col. A. G. Boone, grandson of Daniel Boone; the post, the first brick building in Westport, still stands at the northwest corner of Westport Road and Pennsylvania and is now the Westport Inn, better known as "Kelly's."

To serve Westport, the Kansas Town Company, of which John Calvin McCoy was secretary, organized the "Town of Kansas" in 1838 on the riverfront at Westport Landing. Dock and warehouse facilities were to be established in the new town. Trade in Westport continued to flourish, with caravans leaving for Oregon starting in 1842 and over 40,000 people outfitted in Westport in 1849 and 1850 during the California Gold Rush. A famous landmark of this period was built on the site of McCoy's first trading post. This was the Harris House, a hostelry owned by John Harris. Harris and his family moved into the inn when it was completed. Shortly before this, in 1855, he built a new home for his family at what is now the southwest corner of Westport Road and Main Street. In 1921 the house was moved to its present location of the southwest corner of 40th and Baltimore Streets.

Meanwhile, trading posts and residences were being built in the Town of

## POPULATION

The more recent history of the Westport Planning Area is easily read from statistics of population counts, population distribution by age, housing and school enrollment. In 1940, it is estimated (from figures for the sixteen census tracts which are wholly or partly within the planning area) that about 59,200 people lived in the Westport Planning Area. The age distribution of this 1940 population (Table 2) indicates that there were relatively few families with children living in the planning area. City-wide, 25.5 percent of the 1940 population was below 20 years of age while only 18.3 percent of the population of the sixteen census tracts in the planning area was below 20. The planning area had a slightly higher percentage than the whole city of people between 35 and 64 years of age, but was significantly above the city average in percentage of persons aged 20 to 34 and 65 and over.

These relationships remained fairly constant through the 1950 census. Population of the planning area in 1950 is estimated to have been 63,600. The number of young children increased, but the under-20 population still made up a smaller portion of the area's total population than it did of the city's total population. The number of persons aged 20 to 49 years remained nearly constant from 1940 to 1950 but made up a smaller portion of the area's total population in 1950 than in 1940. The people over 50 years of age increased in numbers and in percent from 1940 to 1950 in the planning area, and increased, at a slower rate throughout the city.

From 1950 to 1960 there was a 13 percent decline in the population of the 16 census tracts, accompanied by some major changes in the area population age distribution. Population of the planning area in 1960 is estimated to have been approximately 53,300.

While other age groups declined in size, some by as much as a third, the number of people in the 16 census tracts 65 years of age and above increased by nearly a half. In 1960, when a third of the city's population was under 20, less than one-fifth of the planning area's population was under 20. There was a numerical decrease from 1950 to 1960 of over 6,000 people aged 20 to 34 in the planning area and of over 5,000 aged 35 to 49. But people aged 20 to 34 still, in 1960, made up a larger share of the planning area's population than of the city's. Preliminary 1970 figures indicate a striking increase in percent of population over 65 and a decline for those under 5 years of age. Total population of the planning area in 1970 is estimated to have been about 42,600.

In part, these fluctuations may be explained as the neighborhood cycle that most areas experience. At the beginning of the cycle there is a large number of families with school-age children, enough to fill a local elementary school. As the children grow up and go on to college or to jobs, many of their parents now referred to as "empty-nesters", retain residence in the neighborhood. This will show up as a decrease in percentage of population in lower age groups and an increase in higher age groups. Eventually, some of the empty-nesters sell their houses to young couples beginning families, and again young children appear in the neighborhood.

**TABLE 1****CENSUS OF POPULATION 1940, 1950, 1960, 1970**

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CENSUS TRACT	1940 POPULATION	1950 POPULATION	1960 POPULATION	1970 POPULATION
46	3,916	4,266	3,907	3,720
47	4,833	5,034	3,963	1,869
48	5,999	6,317	4,914	3,887
49	6,465	6,353	4,791	3,799
50	4,642	5,972	4,795	3,963
51	3,094	3,414	3,062	2,770
65	3,582	3,637	3,201	2,615
66	3,350	3,664	3,195	3,033
67	4,048	4,084	3,461	3,125
68	3,008	2,859	2,004	1,546
69	3,720	4,545	2,537	2,392
70	4,487	4,700	3,922	3,789
71	4,268	4,981	4,282	3,877
72	3,982	3,927	2,613	2,482
73	3,132	3,223	5,264	4,851
74	4,372	4,416	6,218	5,606
<b>TOTAL</b>	<b>66,898</b>	<b>71,392</b>	<b>62,129</b>	<b>53,324</b>
<b>% CHANGE</b>		<b>+6.7</b>	<b>-13.0</b>	<b>-14.2</b>

## SCHOOL ENROLLMENT

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School enrollment at ten-year intervals starting with 1939-40 is recorded in Table 3. Enrollment figures may be compared to the number of people aged 5-19 in the previous table. The population in this age group and the enrollment fell from 1940 to 1950 while total population increased. From 1950 to 1960, enrollment increased slightly while the total population of the 16 census tracts decreased by 13 percent.

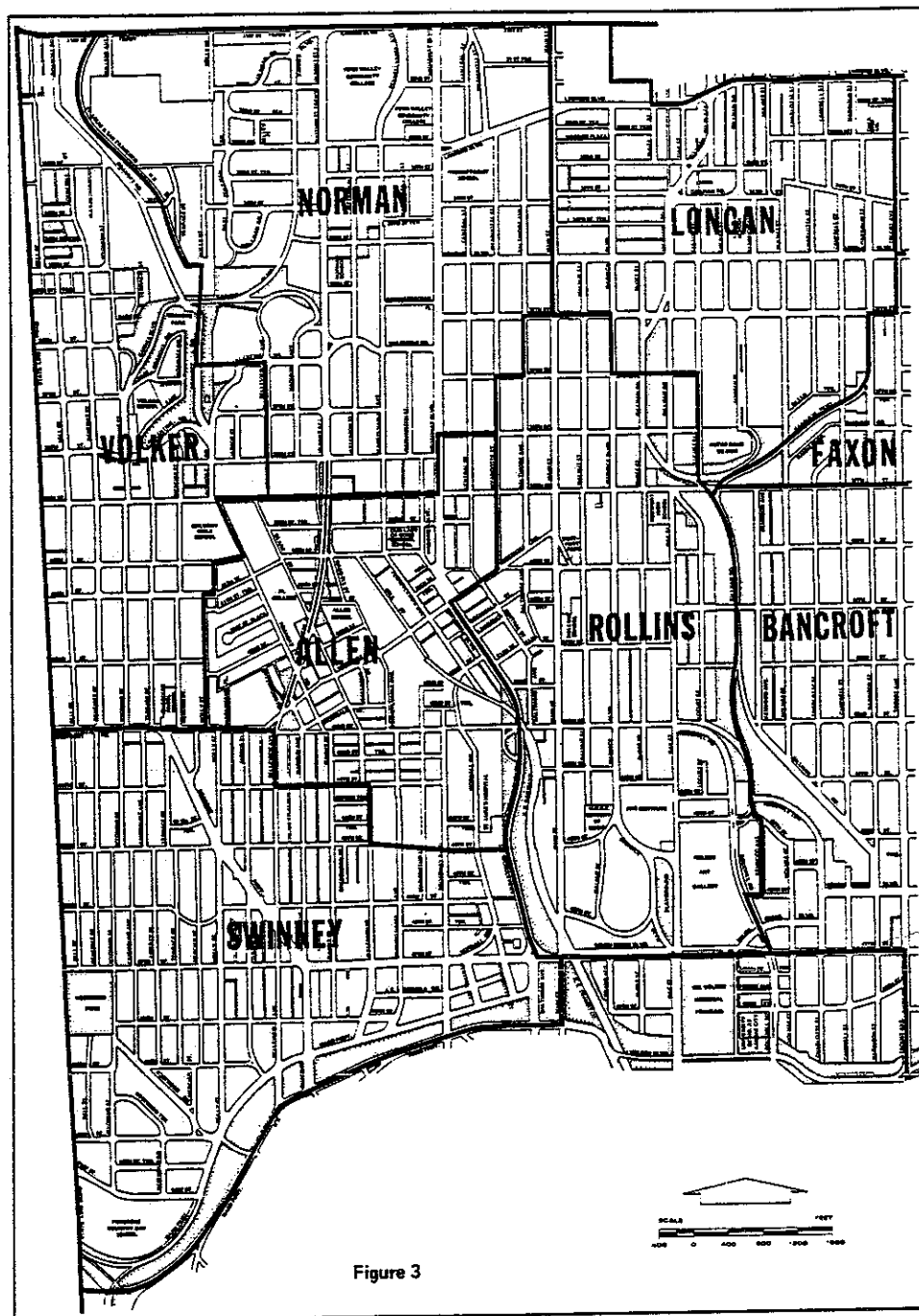
The trend can be followed through 1969-1970 school enrollment figures. The enrollment of the eight elementary schools and one high school increased over the last ten years by about 400, of which 247 are students being bussed in to four of the elementary schools that are below capacity. (Actually, most of the elementary schools in the planning area have not been filled to capacity at any time since 1940.) Since 1960, the C. A. Franklin Elementary School has been opened. Some of its 1,075 students in 1969-70 live in what was formerly the Longan and Faxon school districts, and the enrollment figures in Table 3 do not take into account such changes in district boundaries at any time through the 30 year history.

Although the total school enrollment of the eight elementary schools varied only slightly between 1960 and 1970, figures indicate a shift in the geographic location of the student population over the ten-year period. Enrollment, not counting bussed in students decreased at Allen, Rollins, Swinney and Volker schools. Faxon's enrollment decreased by about three percent, but this was probably due to reduction in size of its district boundaries when C. A. Franklin opened. There are most likely more students in its district now than there were in the same area in 1960. And at Bancroft, enrollment increased by over 25 percent. What has happened is that, on the west side of the planning area the

neighborhood cycle has been altered by the influx of young singles and new apartment construction. On the east side of the planning area the number of dwelling units is remaining relatively stable while, the racial character is changing. In 1960, the population of census tracts 52, 53, 63 and 64, which coincide with the area from Troost to Woodland and 31st to 47th and with most of the C. A. Franklin, Faxon and Bancroft school districts, was less than four percent non-white. Preliminary figures from the 1970 census indicates that the population of the four census tracts is now nearly 60 percent non-white. This estimate, combined with the fact that historically non-whites in Kansas City have had a higher percentage of their population in the 5-19 age group than do whites, explains the recent trends in school enrollment.



## SCHOOL DISTRICTS



traditionally support the single-family housing market. Whatever the reasons, these trends are extremely important to the shape of the future for the Westport Planning Area. Land use planning will have to remain flexible enough to adapt to whatever forms the trends take.

The demand for multifamily units close to the center of the city is also a national phenomenon. Several apartment buildings now exist in Kansas City between the river and Truman Road, many of which are less than ten years old. A higher percentage of multifamily units in and around the city center is not new. Preliminary census figures for housing occupancy indicate that in 1970, 34 percent of the occupied housing units in the metropolitan area were renter occupied, compared to 42 percent in Kansas City, Missouri and 78 percent in the 16 census tracts of the planning area. (Of course, not all renter occupied units are multifamily units.)

A high demand for multifamily housing units throughout the metropolitan area may be partially explained by the high interest rates that have prevailed on home loans. This may reverse if interest rates go down again. But the increased demand for multifamily housing units near the city center may only be explained as a reaction to extreme suburban sprawl and a refusal to drive excessive distances to one's place of employment. The latter is not so likely to reverse as long as people must drive to work five days a week.

**TABLE 5****DWELLING UNITS BY OCCUPANCY 1940, 1950, 1960, 1970**

YR.		Total D.U.'s	Owner Occupied	Renter Occupied	Vacant
1940	Number %	25,341 100.0	5,264 20.8	17,854 70.5	2,223 8.7
1950	Number %	26,647 100.0	8,314 31.1	17,729 66.7	604 2.2
1960	Number %	30,732 100.0	7,957 25.8	21,041 68.5	1,734 5.7
1970	Number %	30,513 100.0	6,138 20.1	21,717 71.2	2,658 8.7

**TABLE 6****HOUSING UNITS BY NUMBER OF UNITS IN STRUCTURE**

Year		Total Units	Number of Units in Structure			
			1	2	3 & 4	5 or more
1940	Number %	25,341 100.0	7,611 30.0	2,038 8.0	2,152 8.5	13,140* 51.9
1950	Number %	26,647 100.0	7,171 26.9	2,633 9.9	2,692 11.1	13,881 52.1
1960	Number %	30,732 100.0	8,296 27.0	2,156 7.0	3,483 11.3	16,797 54.7
1970	Number %	30,513 100.0	6,488 21.1			NOT AVAILABLE

Does not include "1-to 4-family with business" (351-1.4%) or "Other dwelling place" (49- 0.2%)

## LAND USE

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Population size and composition and demand for housing, as well as several other factors, affect the use of the land and the thoroughfare system required to serve those uses. Experience has proven that some control must be exerted over the private as well as the public use of land in order to avoid confusion and conflict. Yet there is much confusion and conflict inherent in the existing land use pattern of the Westport Planning Area. Some of this is due to zoning changes which have been granted over the years without a long-range plan guiding development in the area.

The Westport Planning Area is cut by several commercial strips, namely Broadway, Main and Troost in the north-south direction, and in the east-west direction, 39th Street west of Main and 43rd Street west of Southwest Trafficway. The one other concentration of commercial area is the Country Club Plaza along 47th Street between Main Street and Jefferson Street. New office buildings, mostly two and three stories in height, are scattered throughout the area bounded by 31st Street, 47th Street, Main Street and Southwest Trafficway.

Most of the industrial land in the planning area is in a large industrial park in the north west corner. This park is in a bluff-enclosed valley and is thus adequately separated from surrounding areas. Small areas of industrial usage also exist in the vicinity of Mill Street and Westport Road and at 48th Street and Forest Avenue.







Park land in the planning area was set aside when this part of the City was first developing. The major concentrations are Roanoke Park (from 35th to 38th on Roanoke Road), Hyde Park and Gillham Park (stretching from 36th to Brush Creek Boulevard along Gillham Road), Westwood Park (at 47th and State Line Road) and Volker Park (south of the

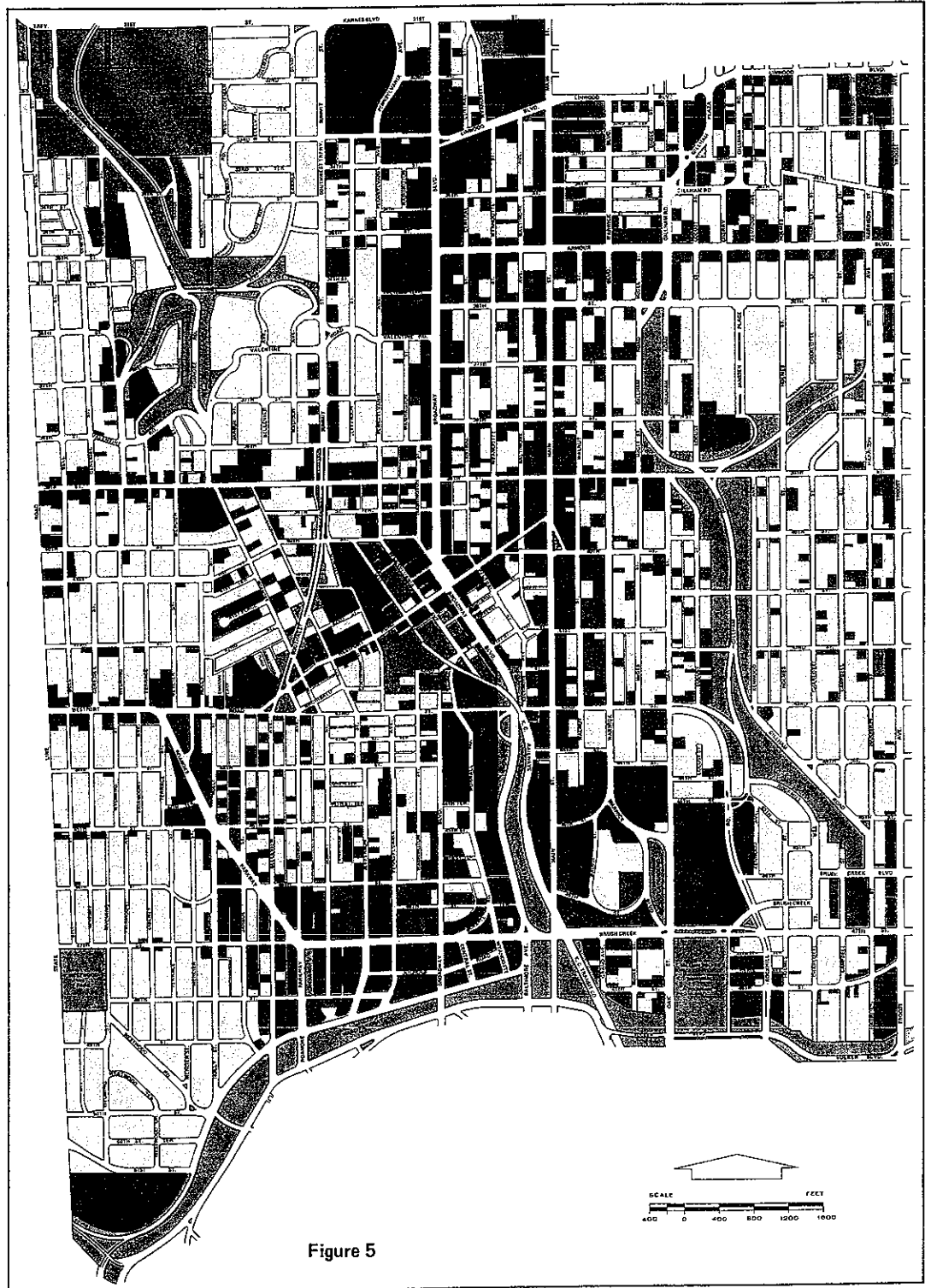
Art Gallery). Other public open spaces are along Ward Parkway, J. C. Nichols Parkway and Volker Boulevard. There are playgrounds at Brush Creek Boulevard and Warwick Boulevard and at 47th Street and Roanoke Parkway and tennis courts at 47th and Main.

Public and semi-public uses in the planning area include Nelson Art Gallery at 45th and Oak, the Kansas City Art Institute at 44th and Warwick, Calvary Bible College at 39th and Roanoke Road, St. Luke's Hospital at 44th and Wornall, the Kansas City Public Works Department Garage at 40th and Mill Street, the UMKC Conservatory of Music at 45th and Warwick and other UMKC offices and facilities in the southeast part of the planning area. Other public and semi-public uses are public and parochial schools and churches scattered throughout the area.

The remaining land uses in the planning area are residential. There are apartments, many new, in nearly every part of the area, with major concentrations along Armour Boulevard east of Warwick Boulevard and north and northwest of the Plaza. Lesser concentrations occur east of the Plaza and north of 43rd Street spread between Broadway and Gillham Road. Single-family housing uses far more land in the planning area than any other use except street and railroad rights-of-way.

# EXISTING LAND USE 1970

-  One and two family residential
-  Multi-family residential
-  Retail and Office
-  Industrial
-  Public and semi-public
-  Parks



## BUILDING CONDITIONS

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The City Development Department conducted a survey of structural conditions between 1964 and 1966. The condition of each structure was reported to be either good, fair, deteriorating or deteriorated, according to the following criteria:

**Good**-needs only normal maintenance such as painting, tightening or replacing of a few shingles, or has only slight wear.

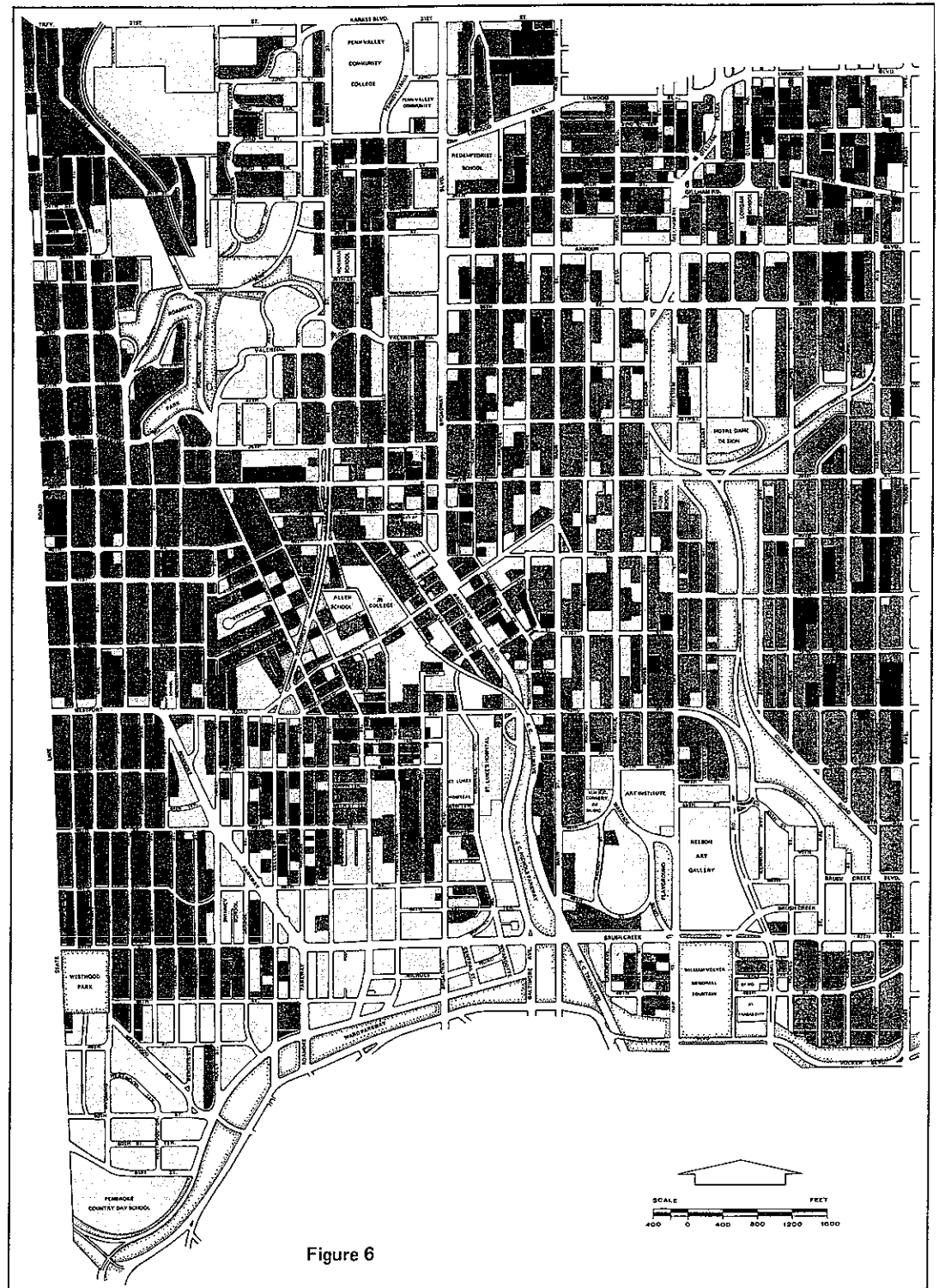
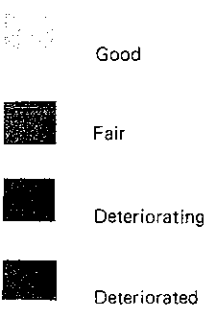
**Fair**-needs more than normal maintenance such as a small number (1 to 3) of minor repairs.

**Deteriorating**-needs major repair but is not dilapidated. Structure requires not more than one major repair or a large number of minor repairs.

**Deteriorated**-does not provide safe and adequate shelter or is of inadequate construction and is no longer weatherproof. Structure requires two or more major repairs.

From the original structure by structure map, a second map was made showing generalized conditions of structures by block fronts. This map was updated in 1971 for the Westport Planning Area and is shown as Figure 6. General patterns of structural conditions emerge on this map. Some areas appear quite sound. In areas with several structures in fair condition, neighborhood communication and cooperation may be sufficient to upgrade the areas. In some cases, code enforcement may be necessary. There are a few locations in which rehabilitation loans will be required to turn the tide, and a few cases in which spot clearance will be necessary. There are no areas which would require total clearance.

# **BUILDING CONDITIONS 1971**



# **WESTPORT PLAN**



Data reviewed in the previous section and discussions held at numerous meetings in the Westport Planning Area make it clear that the area is experiencing many of the problems experienced by central city communities all over the country--declining population, stratification in terms of age groups and economic groups, congestion, unstable tax base, inadequate services and physical deterioration. Yet the people interested in this area want to see it live, grow and improve. They want to see families come back to the area, opportunities for housing, shopping, employment and recreation increase. They want to see improvements in the public school system. They want recognition given to historic buildings and sites. They want a better system of moving people into, within and through the area, particularly during peak travel hours.

Many pressures and processes are at work in urban areas, trying to exert their influences upon development. Aging of structures leads one way, interest in investment another, metropolitan growth a third, and so on. The recommendations that follow extend recognition to all of these, as well as to the expressed wishes of the planning area's people.

Often during the preparation of recommendations, references were made to the poor financial condition of the City and its inability to respond with implementation of proposals. However, it was recognized that financial conditions have not always been as they are now; there have been ups and downs in the past. It is appropriate to seek solutions to urban problems now, and to recognize that to solve these problems, imaginative and massive commitments of people, time and money must soon be made.

constructed in the entire planning area in the past decade. The Plaza Plan suggests design guidelines for the entire Plaza area (pp. 67-71) and specific development and design guidelines for this area (pp. 80-81). More detail as to how this area could be developed is included below in the discussion of "Development Phases." The single-family housing areas and the apartment areas are generalized and do not, therefore, indicate locations for neighborhood convenience stores such as grocery stores and laundromats, which should be provided on some intersections within these areas.

Some of the worst deterioration in the Westport Planning Area is in its strip commercial districts, such as Troost Avenue. Several factors have contributed to the deterioration. Business built along mass transit lines have problems as soon as the use of mass transit begins to decline. They have little parking and poor access, and soon become undesirable shopping places. The clientele that businesses in the area serve has declined and slowly changed to a lower economic class. Often property owners either don't care about the condition of their buildings or don't care what effect the uses of their property have on the surrounding neighborhood. New shopping centers, both in and out of the planning areas, have drawn customers with the convenient off-street parking. Finally, criminal activity in some locations, or the fear of it, has caused merchants to close or closely guard their doors, and has kept people off the streets, in some cases even during daylight hours.

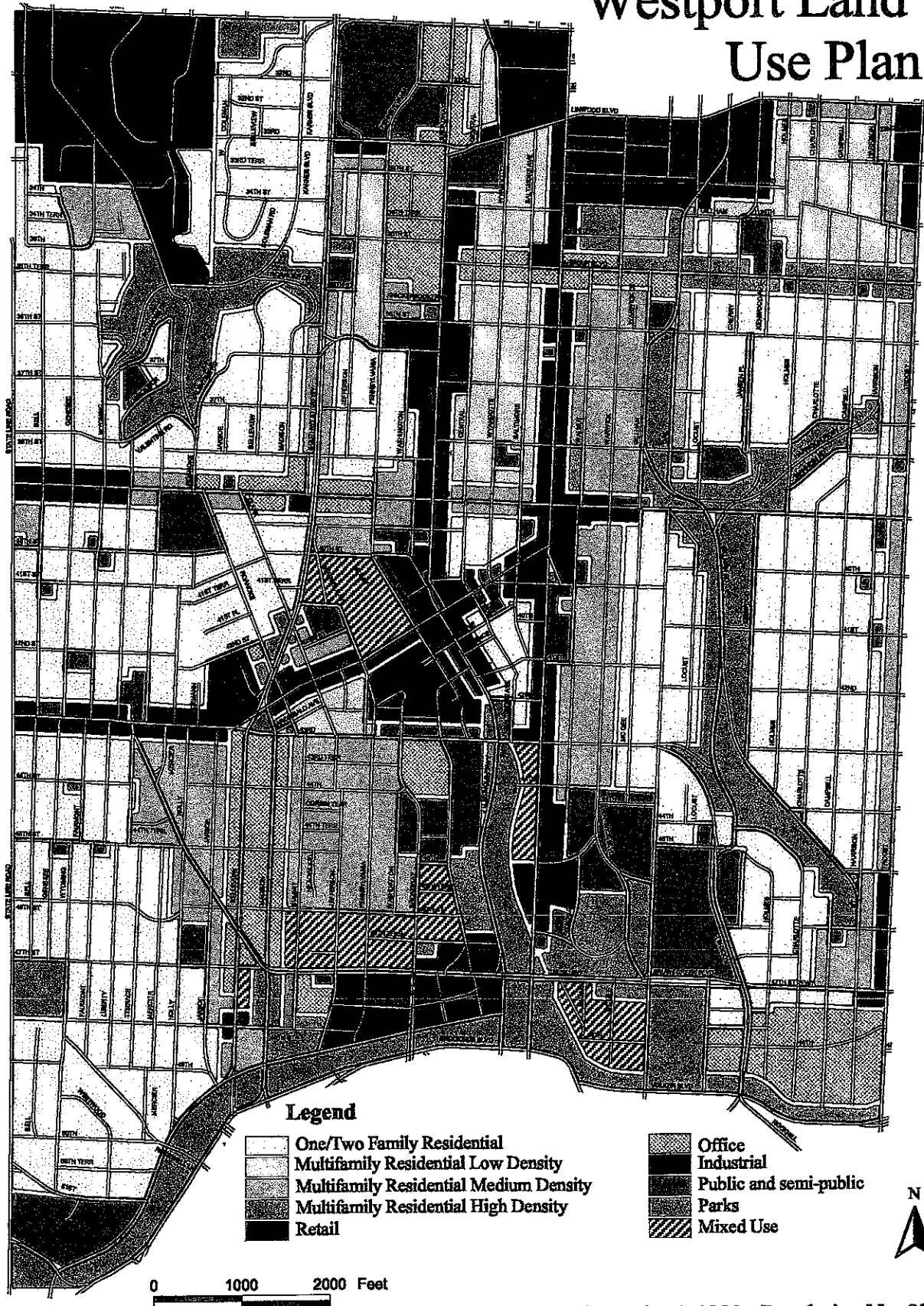
A major change proposed in the future land use plan is the elimination of strips of commercial establishments along Troost and modifications along 39th Street and Westport Road west of Southwest Trafficway. The need for eliminating commercial strips has been discussed since automobiles replaced street cars and busses as the City's principal means of transportation. Besides having difficulty competing with the more convenient shopping centers, they are disruptive to the flow of

traffic. If a start in this direction had been made when the idea was first considered in the 1940's, the City would probably be well on its way toward accomplishing this goal. Now it is proposed that the City make that long-deferred start. It may consist of no more than a change of zoning along these streets and waiting for attrition to do the rest. Or it may mean seeking urban renewal designation for these often blighted and blight-causing strips. Few would not agree that these strips are blighting influences upon the residences on either side of them.

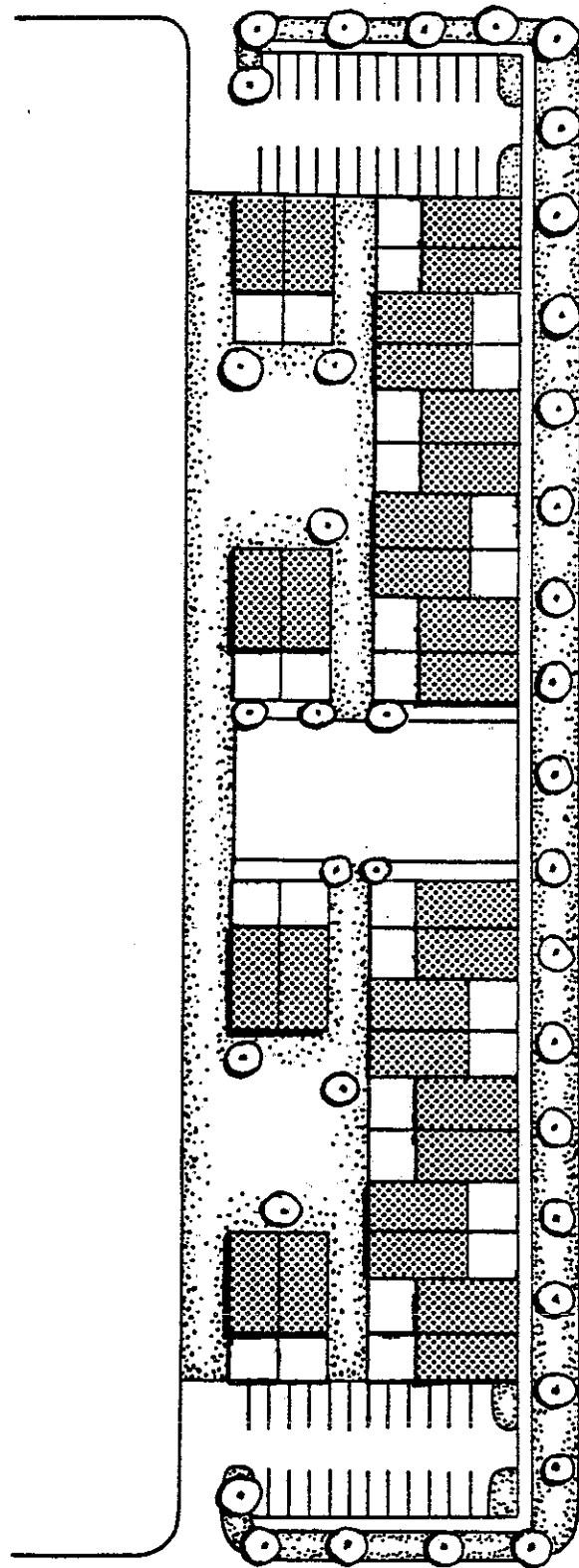
To replace the commercial areas so eliminated, it is proposed that compact commercial nodes be created at major intersections. Being in effect shopping centers, these nodes would offer the convenience of having shops gathered together rather than stretched out along a major thoroughfare, and the advantages of off-street parking.

Without strips of commercial buildings along Troost the street will, of course, still be a major thoroughfare, and whatever use replaces the businesses must be compatible with that fact. Single family housing is not desirable on Troost since that would necessitate frequent curb cuts for driveways, which would disrupt traffic, and it would encourage families with children to live where it is dangerous for children to play. However, some type of housing is proposed for this street, and it should be something like townhouses, row houses or low apartments which would lend themselves to being oriented away from Troost with access from side streets. This would obviously make it necessary that redevelopment along the street take place in large parcels so that mid-block buildings will have a means of access and egress. (See Figure 8) Modifications on 39th Street may be similar to that described for Troost; or, where it is determined that commercial uses should remain for neighborhood convenience, shops should be rehabilitated, with some removed, off-street parking lots should be created to the rear of the businesses with access to parking lots from the

# Westport Land Use Plan



Last Amended March 26, 1998 - Resolution No. 971635



## **TYPICAL STRIP REDEVELOPMENT**

(For existing commercial strips)

## THE CENTRAL CORRIDOR

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The area between Warwick Boulevard and Southwest Trafficway is a relatively densely developed corridor which has been the location of most recent construction of offices and apartment buildings. The manner in which the area has been redeveloping, however, has been less than desirable. The scattered pattern of redevelopment is resulting in heavy traffic on residential streets, incompatible land uses and deterioration. New offices and apartment buildings in the midst of houses usually isolate themselves from their surroundings and form barriers that extinguish whatever communication between neighbors may have formerly existed.

The last decade saw about 2,300 apartment units and over 1,200,000 square feet of office space built in the Westport Planning Area. Although it is evident that still more people wish to rent apartments and office space in the area, fluctuations in demand and the possibility that both of these building types are being over-supplied make it unclear as to what future demand will be. One thing is clear, however, and that is that without planning and forethought, we will undoubtedly see more streets that look like the 4300 to 4700 blocks of Madison and Bellevue. What, then, is the alternative?

The most sensible alternative is to allow construction of new low-rise office and apartment buildings only in certain areas and only in a certain sequence. First phases of construction would be limited to those portions of the central corridor in which incompatible mixtures of land uses and deterioration are most severe. To off-set the deteriorating effects of increased traffic in residential areas, no streets should be widened or curb parking removed from minor streets other than those abutting the transit system are in the transportation

area being redeveloped. Furthermore, specific street modifications, such as those shown in Figure 12, should be undertaken at the time of redevelopment as additional insurance against allowing traffic from redeveloped areas into surrounding lower density areas. Within the area of each phase, a single block or if possible a superblock should be the basic unit for redevelopment, with open space and pedestrian ways included among the buildings, eliminating the usual disjointed fashion of constructing unrelated buildings lot by lot down the street. In return for providing amenities in the environment, a developer would be granted relief from setback requirements from property lines within the block, much as is now done in the City's provisions for planned unit developments. With its higher densities and planned mixture of building types, the central corridor redeveloped in this manner is potentially exciting, lively and safe place to be due to the number of people entering and leaving the area for different purposes throughout the day, a contemporary version of the Old Town of Westport.

Land use in the central corridor should ultimately be related to a rapid transit route from the Central Business District to the south. Redevelopment of the central corridor at medium density between rapid transit stops and at high density around stops would be mutually supportive with improvements to the mass transit system. The corridor would generate enough demand for movement of people to help sustain the operation of a fast and convenient rapid transit system. And the rapid transit system routed through the corridor would make land more accessible and thereby support the increased densities. Proposals for a rapid t

## DEVELOPMENT PHASES

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A separate map, Figure 9, is included to illustrate a proposed sequence in which redevelopment may take place. The problems associated with scattered site redevelopment make a plan such as this an absolute necessity to the welfare of a community that is aging and includes some deteriorating structures.

The Westport Planning Area is a good example of what can happen when there is uncontrolled speculative development. The existing land use plan records the fact that apartment buildings now dot nearly the entire area, often having been built in the midst of blocks of single family housing. Apartment buildings, as well as office buildings and other types of commercial structures, generate more traffic than single family housing so that when they are near each other, the neighborhood is less desirable for single family housing. Houses in such neighborhoods are then either subdivided or allowed to fall into a state of disrepair, and may remain so for several years before the redevelopment process finally takes them.

It is, therefore, proposed that new apartment buildings in the planning area and all structures in the central corridor be limited to locations designated on the map showing developmental phases. In the case of the apartment districts, the numbered phases indicate a logical order in which apartment construction may progress without disrupting any major existing single family areas. When the areas of one phase reach 75 percent coverage by apartment buildings, apartment construction could proceed into areas of the next phase. (Phase I areas are at about this point of coverage already.) If and when the demand for land for apartment construction exceeds the supply available within these areas, the boundaries may be extended, subsequent to a review of the total land use plan.

Phasing of construction in the central corridor should proceed in a manner similar to that just described, once the rapid transit system is designed. One exception may be allowed. Development within the central corridor may take place out of phase if a developer can, through negotiations with individual property owners, acquire all the property in one "super-block" or, at minimum, one block. This exception should be allowed only for blocks abutting existing major thoroughfares. In any case, access into redeveloped areas from major thoroughfares should be kept to a minimum.

Redevelopment in the apartment districts and the central corridor must recognize the recurring problems these areas are having with sewer and water facilities. Recent construction has already severely reduced water pressure. Existing and potential redevelopment in these areas require that the City immediately seek solutions to these public utility problems. The Plaza Plan recommendations for water and sewers are on p. 36.

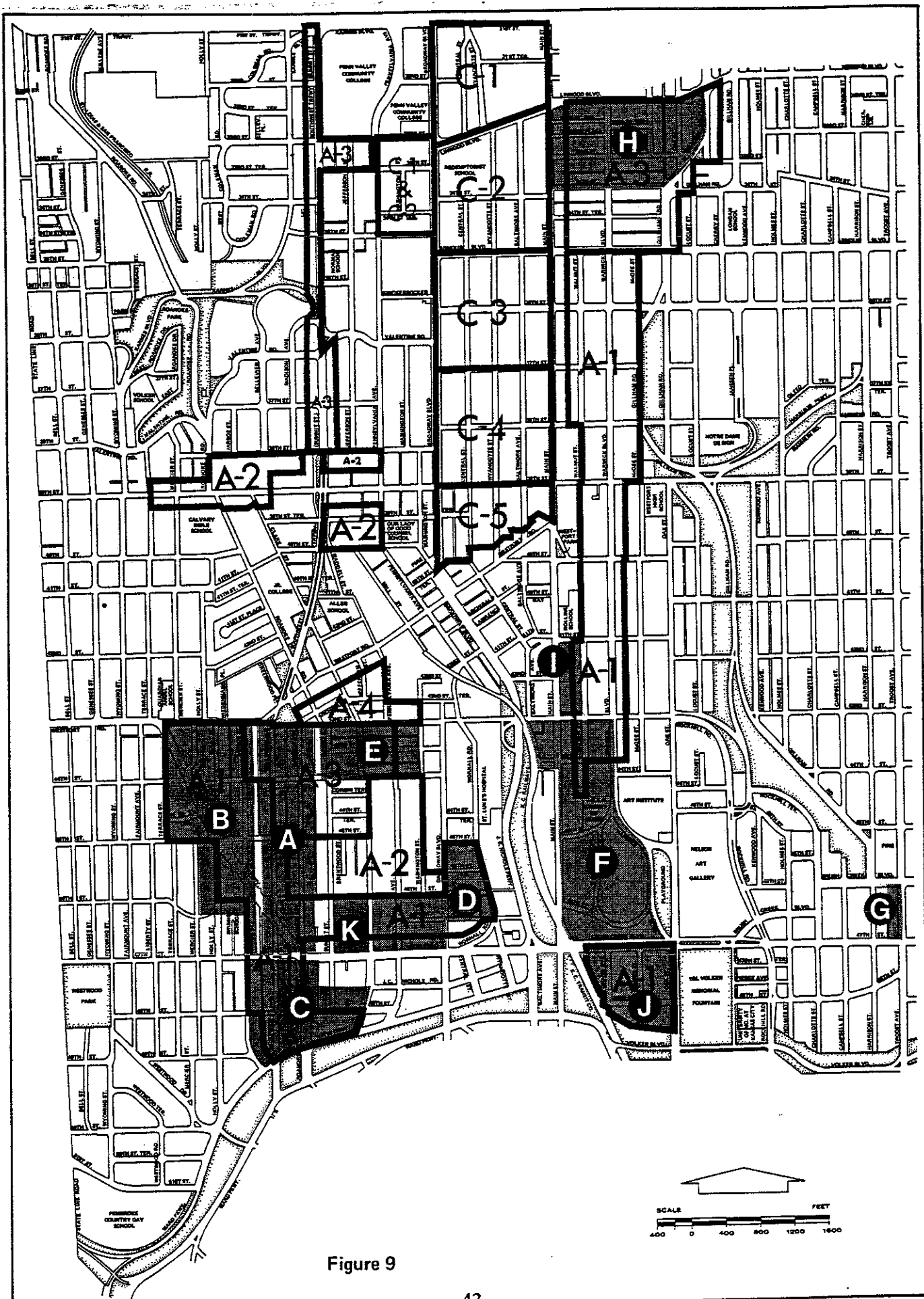


Figure 9

## RECREATION

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As was noted on the existing land use plan, most park land in the planning area is concentrated in three locations. All parts of the planning area are within 3/4-mile of a park of at least half a block in size. Many residents of the planning area, particularly parents of elementary school-aged children, have expressed the view that the existing facilities are not fulfilling the need for recreation space. Additional parks and recreation facilities are needed. The City Parks and Recreation Department has pointed out several facts that must be kept in mind when discussing any additional parks or recreation facilities. They are:

1. All park land in the planning area was bought by benefits districts, assessing a charge on all properties within the district. This procedure is still followed in acquiring any new park land. Bond money for parks voted by all the people is an alternative, even attracting federal matching money in some areas.
2. Developed land is too expensive to acquire for new parks. A search for open space has not been successful and requires constant cooperation by each interested neighborhood.
3. Parks are needed in the southwestern and eastern regions of the planning area—however there are no funds and no citizen agreement on possible sites.
4. The concept of "tot" lots or vest pocket parks has definite disadvantages: High maintenance costs, neighbors find them a problem, not large enough to serve older children or teenagers.
5. Parks need to be large enough that teenagers can run and make noise

without disturbing neighbors. At least one block is preferred. Half a block in conjunction with a school or similarly desirable green space could be workable.

6. School facilities need to be available to the public after school hours. Elementary schools are the center of the neighborhood. The Park Department is interested in seeing fuller use of school facilities.
7. Nothing is in the plans for large scale changes in any Westport Park. Penn Valley Park may possibly get additional improvements.
8. It has been hoped that a double sized pool would be built in conjunction with the Westport-Roanoke Community Center. Some problems of the pool are: Residents could not agree on its location and the pool would have to be financed from capital bonds—which don't exist at this time.

Generally, the property owners of the area that would benefit from a particular type of recreational facility that is desired need to be organized as a benefit district. They would have to determine the size and location of the facility and the type of equipment they want. Then the cost of land purchase and construction would be assessed against all the property in the benefit district. In the case of tot lots, considered by many to be an essential link in a metropolitan area's open space system, the policing and maintenance of the facility must also be carried out by local residents.

Play space should be developed on two levels. The first is the large neighborhood park of from two to ten acres in which older children can play organized games. Most of



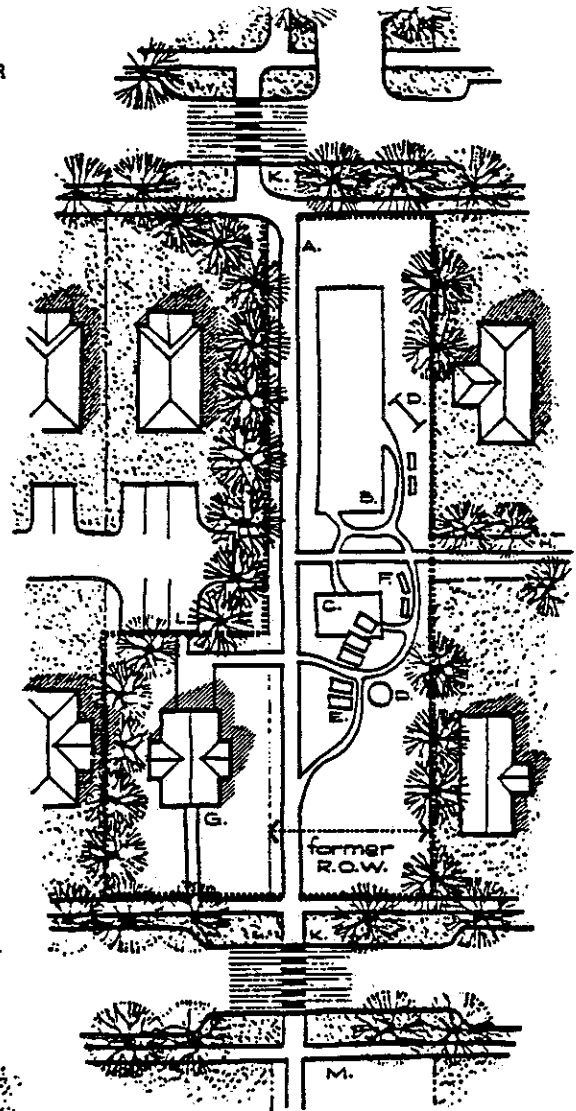
# PLAYGROUNDS

## PLAYGROUND IN FORMER STREET RIGHT-OF-WAY

- A. Walkway
- B. Former street pavement developed as a play area
- C. Sand lot on former street pavement
- D. Swings and other play equipment
- E. Playforms
- F. Benches or seats

### OTHER FEATURES

- G. Activity center (converted residence)
- H. Pedestrian access
- K. Crosswalk
- L. Parking developed in alley
- M. Similar playground in the next block



## PLAYGROUND IN INTERIOR OF BLOCK

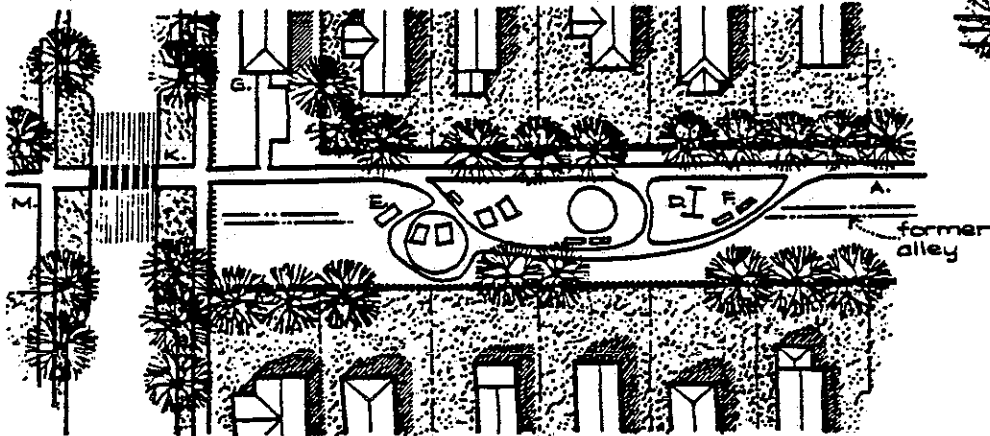


Figure 10

within specific distance of schools be extended to apply on designated school safe travel routes;

- (6) Limitation of parking at all intersections to insure that where students are on corners they may be clearly visible to motorists;
- (7) Continuance, to the greatest extent possible, of family-with-children clusters around elementary schools within the community. This will assist in promoting full capacity use of the elementary schools, and will prevent the shifting of population to such a degree that existing facilities become surplus to the needs of the educational structure;
- (8) Particular consideration be given to school locations and school facilities when planning traffic patterns. The ignoring of parking restrictions and the volume of traffic past schools has become a paramount problem. The past and current attitude of moving automobile traffic to the suburbs without regard to the schools and the setting up of routes without consultation with the school-operating authorities should be reconsidered and reversed.

The fate of recent school levy submissions in Kansas City is well known. The response of voters indicates there is little willingness on their part to increase school assessments without substantive justification. This suggests a continuing impasse between school needs for money sources and the taxpayers' acceptance of these as legitimate costs. The city government is likewise experiencing difficulty in obtaining approval of bond proposals and taxes on which the voters may cast a veto.

Experience in other cities has demonstrated that when the community has

access to and the use of public school buildings levies submitted to the voters are generally approved.

The City Council should promote those activities which will encourage public bodies to "pool" resources to obtain, at the most economical level, the greatest use of the public school facilities by the people of the community. It is believed that this demonstration of the need to keep to a minimum requests for duplication of facilities, if practiced with the accompanying promotion of public use of the community buildings, will be influential in persuading voters to support the revenue-raising issues submitted for passage for non-duplicating facilities.

One particular use envisaged which might be quickly initiated is the promotion of the use of the school-district-owned building at the northeast corner of 39th and McGee for the summer programs teaching swimming to the people of the community.

It is imperative that all segments involved with programs affecting the quality of education in Westport area schools recognize their responsibility to promote the best possible climate for students. The carrying out of this duty will build within the Westport Community the best school system, providing the finest education attainable, when compared to any other school system in the Kansas City Metropolitan area.

Westport for many years has been fortunate to have within its community residents of all races, religions, and economic status. It has been unique in attaining a cosmopolitan grouping which has associated with a minimum of friction.

It is important that this balance be preserved in the Westport Community. Among the many assets of this area is the possibility for its students to experience in the schools the attitudes brought into focus by the acquaintance with students of different types of

## TRANSPORTATION

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As metropolitan areas have grown, their older, inner neighborhoods have been plagued with ever-worsening traffic problems. Neighborhoods such as Westport lie in the path of tens of thousands of vehicles passing daily from outer, suburban neighborhoods to the Central Business District. As has been noted, the Westport Planning Area already has major north-south thoroughfares cutting through it every four to five blocks from Southwest Trafficway to Troost. Yet the demand for additional traffic-carrying capacity through the area continues.

In the absence of a formal transportation policy, incremental decisions have evolved into a de facto planning policy. That policy has been, when demand exceeds capacity, build or widen another road. It should be obvious that such a policy cannot be followed very long. The disadvantages of following this policy are already apparent in the planning area--difficult interior circulation during much of the day, devaluation of the area for residential use, endangering of children playing or going to and from school and poor access for commercial property. The effects of planning based on automobile traffic are becoming apparent now in the Waldo and Country Club areas, which are further south in the same north-south corridor in which the Westport Planning Area lies. Clearly a comprehensive assessment of the transportation needs of the entire City is in order.

Basically, there are two approaches available to a City trying to solve its transportation problem--increase the capacity of the transportation system or reduce the demand upon it.

Reducing the demand upon the transportation system may be accomplished by staggering work hours, by decentralizing employment centers or by providing housing

nearer to places of employment. Redevelopment projects proposed or under construction in or near the Central Business District make some provisions for housing within walking distance of retail and office buildings. However, a summary of projects underway or being considered for the CBD-south corridor shows that at most one-fourth of the new office employees that would fill these projects could be housed in the projects' apartments and that, if all of the remaining employees go to work in cars at the current persons per car ratio, nearly 12,000 cars will be added to rush hour traffic.

Decentralization of employment centers offers some hope for relieving traffic congestion. The Mid-America Regional Council has recognized this potential in their studies of "metrocenters". However, a recent economic analysis prepared for the CBD urban renewal project found that the CBD has consistently housed about 40 percent of the metropolitan area's office space, and it is expected that this percentage will be maintained as the total amount of office space in the metropolitan area grows. If anything, the recently approved CBD redevelopment projects will make employment in Kansas City more centralized.

Staggering work hours would be the easiest method of reducing peak demand upon the transportation system in that it would require neither new construction nor establishing a policy regarding new construction. It is interesting and ironic that Kansas City businesses and offices did stagger work hours during World War II because the mass transit system that most people depended upon was not able to carry all its passengers in the short time required by uniform work hours.

It would remain to be seen how many people would want to come to work before 7:30 or 8:00 a.m. and how many would want to remain

that is too old or too young to drive, or cannot afford or does not desire automobile transportation. Without public transportation many of these people would not be able to reach and hold jobs. One other point should be made regarding the conditions that will affect any future attempts to increase the capacity of Kansas City's transportation system. When the time comes to increase the capacity of the CBD-south corridor, and a choice must be made between more roads and improved public transit, one fact should be remembered concerning capital outlay that will be required to construct the system chosen: A new road, say, for example, a freeway on the Country Club streetcar right-of-way, will have to be built at local expense, if no more U.S. or interstate routes are added through the City, bringing State or Federal aid; but construction of a rapid transit system, perhaps on this same right-of-way, would be eligible for two-thirds Federal financing.

## IMPROVEMENTS

Automobile traffic in the Westport Planning Area is quite heavy during the morning and evening rush hours. Now redevelopment projects in the planning and construction stages promise to add thousands of people to the twice daily rush. The following proposals draw upon facts laid out above in suggesting alterations to the area's existing transportation system.

Figure 11 illustrates the major street plan for the Westport Planning Area. Recommended improvements are intended to prepare the respective streets for their appointed functions. The Plaza Plan adds the ideas of connecting Main with Brookside between 47th and Volker, of terminating Main at Ward Parkway, and of eliminating the Main Street Bridge (pp 51 and 55). Additional transportation recommendations for the area south of 43rd Street/Westport Road are identified (pages 50-55, Plaza Plan).

First, acknowledgement and support is given to the Highway 50 relocation study prepared for Kansas City a few years ago. This study proposed extending the one-way pairing of the two sides of Ward Parkway (north and south of Brush Creek) from Belleview to Baltimore. Then, with the construction of westbound lanes north of and parallel to Volker Boulevard (west of Brookside Boulevard) and Brookside Boulevard (between Volker Boulevard and Baltimore), this one-way pair would be extended east to The Paseo and finally continue on to Swope Parkway. The one-way pair would become Highway 50, thereby removing through highway traffic from 47th Street and its present route through the Country Club Plaza. The plan will have to be amended with respect to the Country Club streetcar right-of-way, which was planned to become a freeway or expressway at the time the Highway 50 relocation study was prepared. Urban design should be of concern in the redesign, and local citizens involved in amending the relocation study.

Troost Avenue now has four moving lanes and parking on both sides. The narrowness of the lanes, however, allows only one effective moving lane during rush hour and one lane in which motorists must weave to avoid parked cars. The efficiency of this street needs to be improved. One way of accomplishing this within the existing 54 to 56 foot pavement width would be to convert it to a five-lane street with two moving lanes in each direction and a left-turn lane. This would require elimination of on-street parking at least between 7 a.m. and 6 p.m., a step which must be accompanied by provision of adequate off-street parking. A second means of improving efficiency would require widening the pavement width to 60 feet. By doing so, the moving and turning lanes would be the same as the proposed above, with the addition of on-street parking on one side of the street. There are other possible solutions, for instance, the center lane of the five moving lanes may be reversible instead of being used for left turns.

traffic flow on this street. Broadway's wide right-of-way makes it possible to improve the efficiency of the street even further. However, unless or until means of accommodating additional traffic north of 31st Street are found, there is no reason to provide for any additional capacity south of 31st Street. The effects on traffic of the opening of Penn Valley Community College are yet to be seen, as are effects of constructing additional office space between 31st and 35th. Access to office space will have to be via Broadway or 33rd Street and Southwest Trafficway in order to avoid heavy traffic through areas that are to remain residential. It may be that the College and new office space will warrant increasing capacity on Broadway only south of 31st Street since most traffic destined for these facilities are expected to come from the south. Or it may be that the staggered schedule of the College and planned staggering of work hours in the many office buildings in the area will be able to off-set the need for additional traffic capacity. If additional traffic capacity is required, it should be accomplished without widening the roadway.

With additional street width, Main Street could be made to operate as Broadway now does, with three moving lanes in each direction and left-turn lanes at intersections. A preferable means of increasing capacity, however, would be to maintain Main Street as a six-lane street with the center two lanes being reversible. (This would require elimination of on-street parking in both directions during peak hours, however, rather than in peak direction only.) The central location and straight alignment of Main make it a prime location for a high-capacity street; one of these methods of improving efficiency should be implemented.

Vehicle carrying capacity for east-west movement through the middle of Kansas City has been far below demand for many years. Proposed improvements on U. S. Highway 50 may satisfy some of the demand, and a proposed limited access link between I-70 and I-35 should satisfy the needs of long-distance

through traffic. But for shorter distances, the capacities of 31st Street, and 39th Street and 43rd Street (Main to Bellevue) should be increased. All three streets need two moving lanes in each direction, meaning on-street parking would have to be eliminated between 7 a.m. and 6 p.m. Forty-third Street should be widened as redevelopment occurs on the south side of the street.

In summation, emphasis is placed upon increasing capacities of existing primary and secondary arterials by means other than widening, e.g., removing on-street parking, reversible lanes, etc., in cases where increasing capacity is desired.

## **OFF-STREET PARKING DISTRICTS**

Off-street parking lots are badly needed in various commercial areas of the Westport Planning Area. Compounding this problem will be elimination of many on-street parking spaces in the interest of increasing street efficiency. In some cases, commercial property owners and renters are well aware of the need for off-street parking but have not been able to acquire suitable property and create lots for joint use of several commercial establishments. For such cases, the Kansas City Charter provides for purchase of land and construction of off-street parking facilities through prescription of a benefit district. The Charter provision states that the council shall by ordinance describe the property to be taken and prescribe the limits of the district within which private property shall be deemed to be benefited by the parking lot. The City may rent, lease or acquire property and may manage or operate the facilities or rent or lease the facilities to the highest best bidder if it is determined that a parking fee is to be charged. (Kansas City Charter, Sections 128.3 and 129). Construction of such off-street parking facilities should be undertaken around several intersections. Locations at which these facilities are or will be needed are shown on Figure 11. There are many other locations at which this provision could be utilized, as is

evidenced by the numerous requests for off-street parking that have been coming before the Board of Zoning Adjustment. It would be preferable if all additional commercial parking facilities were built as part of planned parking districts.

There are several residential areas in which streets are so narrow that on-street parking should be prohibited on at least one side. Examples of such areas are north of the Plaza and between Pennsylvania and Southwest Trafficway, 33rd Street to 38th Street. Since some of the residences have no driveways, elimination of on-street parking would make use of benefit district parking lots practicable in these areas also. Neighborhood residents should be informed of these possibilities and urged to cooperate in creating off-street parking. The Plaza Plan discusses parking issues on page 52.

## **RESIDENTIAL STREET MODIFICATIONS**

Finally, some comments and proposals regarding local residential streets need to be discussed here. The grid system for laying out streets, which dominated subdivision practices from many years, has left old neighborhoods with a heritage of straight streets running north and south for long distances, thereby encouraging their use by rush hour motorists. Use of local residential streets by through traffic should be discouraged for the protection of children living along such streets, if property along such streets as Holmes and Campbell is to continue to be used for residences.

Children are going to play in streets no matter what types of recreational facilities exist. The reasons are logical enough. Impromptu games start in late afternoon when parents want their children close to home so that they can be called for dinner. If there are

several children involved and the game is baseball or football, the street out front is the place to play. Unfortunately for inner city neighborhoods, this time of day coincides with the end of rush-hour period.

There are several possible ways of effectively discouraging or eliminating through traffic use of local streets. Figure 12 illustrates various structural changes what will totally eliminate through traffic. Specific proposals as to locations for such modifications in the planning area are not being made. Such proposals should be preceded by discussions with local residents, in which the residents could become acquainted with the advantages to be gained from such modifications, as well as the possible disadvantage of impaired access to their properties.

## **PUBLIC TRANSIT**

For the most part, this list of improvements has dealt with increasing efficiency and capacity of the existing system of major thoroughfares. In accordance with the analysis at the beginning of this section, it is proposed that any additional demand beyond this increased capacity be satisfied through improvements to the public transit system.

The many advantages of public transit have already been stated. At present the Kansas City Area Transportation Authority is in an extremely poor financial situation. Several hundred thousand dollars are needed annually to subsidize operations so that the authority can continue operating as it now is.

But to help in solving the metropolitan area's transportation problems, it will be necessary to expand the public transit system far beyond its present operation.

A primary rapid transit axis has been proposed to connect the Central Business District and Kansas City International Airport. This would be extended south, using the Country Club streetcar right-of-way south of 47th Street. The Plaza Plan discusses using the Country Club right-of-way for a future transit system, and improving bus service (pg. 53).

Between 47th Street and the CBD, the location of the route is yet to be determined. It may be underground for part or all of the distance. In the case that a surface or elevated route is determined most feasible, two locations through the Westport Planning Area have been selected as being capable of best serving existing and proposed centers of high employment and residential concentrations as well as serving the objectives of this plan. The two routes are shown on the Transportation Plan, Figure 11. One follows an existing major thoroughfare, Main Street, and one follows a minor street, Wyandotte. It is assumed that the rapid transit system would be capable of providing both non-stop express service from out-lying areas and a half-mile to mile stops along the route. North of 31st Street the route could continue on Main Street or branch off to the east to serve Crown Center and Hospital Hill. (Illustrated plans of the two routes are shown in Figures 13 and 14.) East-west busses or jitneys would cross the route on existing streets, with transfer points at rapid transit stops. The land use plan illustrates uses which are mutually supportive with a rapid transit system along either of the two routes. Included in this report are sketches illustrating possible development at rapid transit stops.

Since construction of a complete rapid transit system will require several years, an interim system should be implemented, possibly using busses on exclusive lanes of an existing street. Many details of such an interim arrangement need to be resolved, but the importance of beginning immediately to build

patronage on express service is vital to the continuation of public transit in Kansas City.

Express transit service, using outlying shopping center parking lots as park-and-ride terminals for CBD-bound employees, has proven elsewhere to be a viable concept for three reasons: Shopping center parking lots are used to capacity only about four days per year; park-and-ride patron have their cars out of shopping center lots before the daily peak for business in shopping centers, which is typically in the evening hours; and park-and-ride patrons have been found to increase their purchases in shopping centers when they begin using this service, thereby benefiting the merchants who allow the patrons to use the parking lots all day. This is a concept which can make rapid transit more viable in a city where population density is relatively low. But whatever system is adopted, it is important that dramatic steps be undertaken immediately to underline the situation in which public transit in the Kansas City metropolitan area now finds itself.

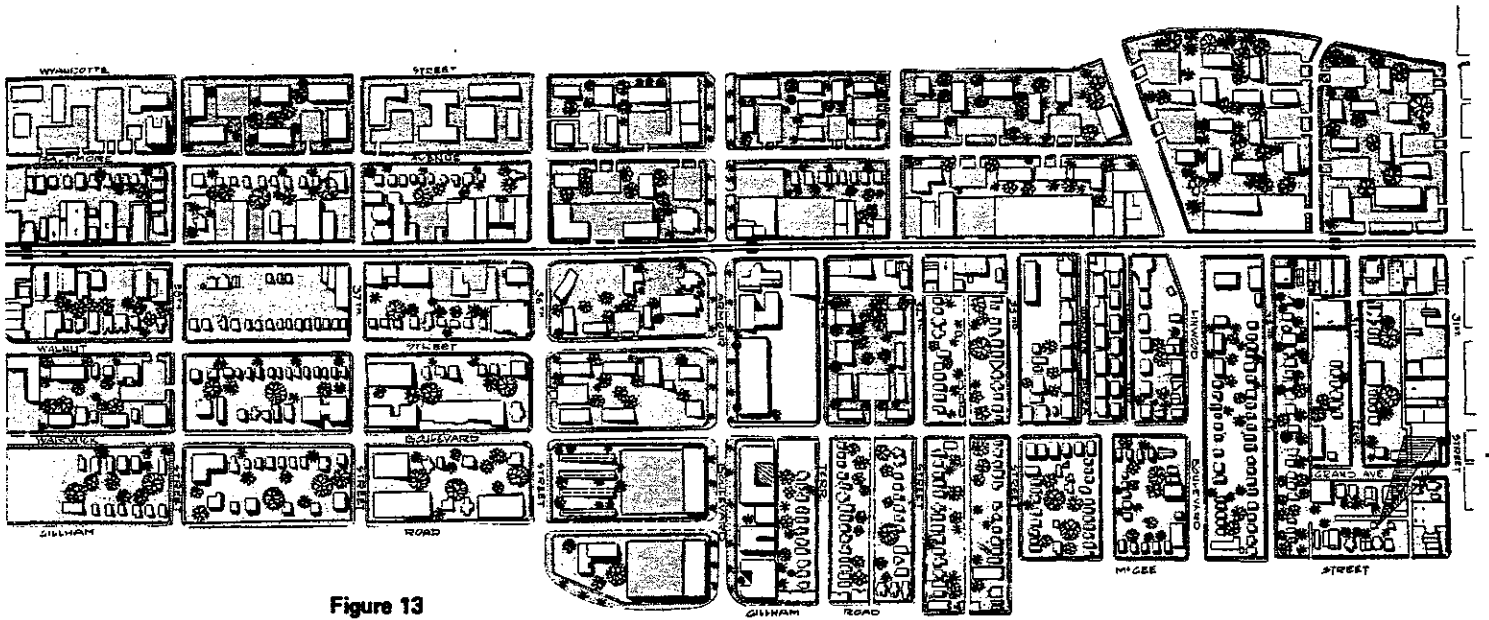


Figure 13

## PLAN

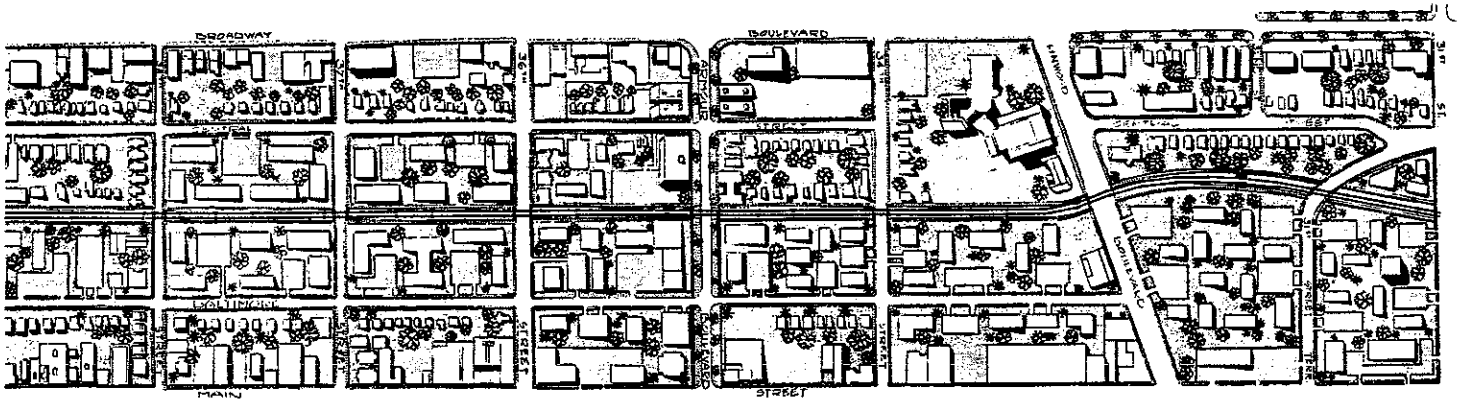


Figure 14





FIGURE 15  
AERIAL VIEW OF RAPID TRANSIT LINE WITH CONNECTION OF PENN VALLEY COMMUNITY COLLEGE

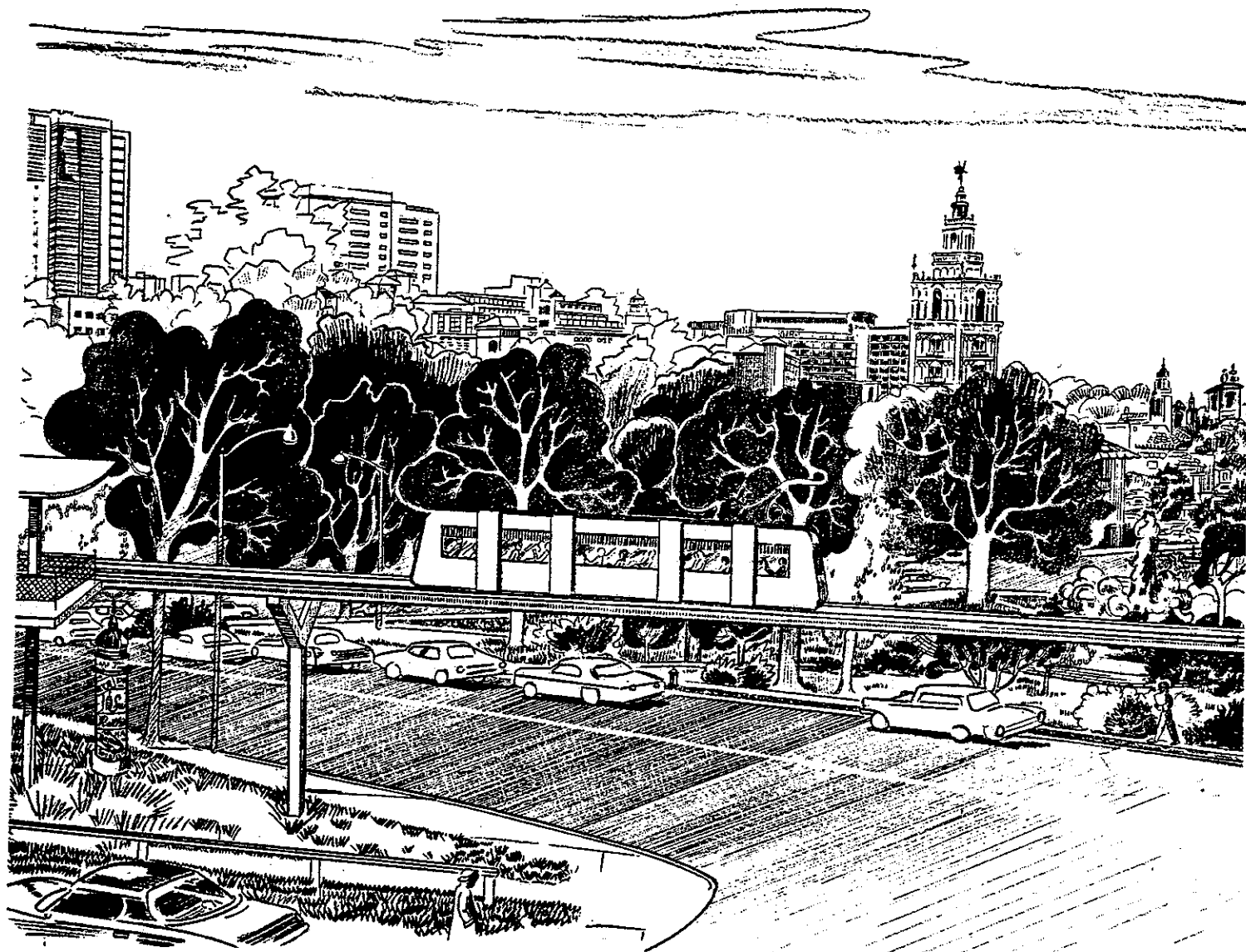
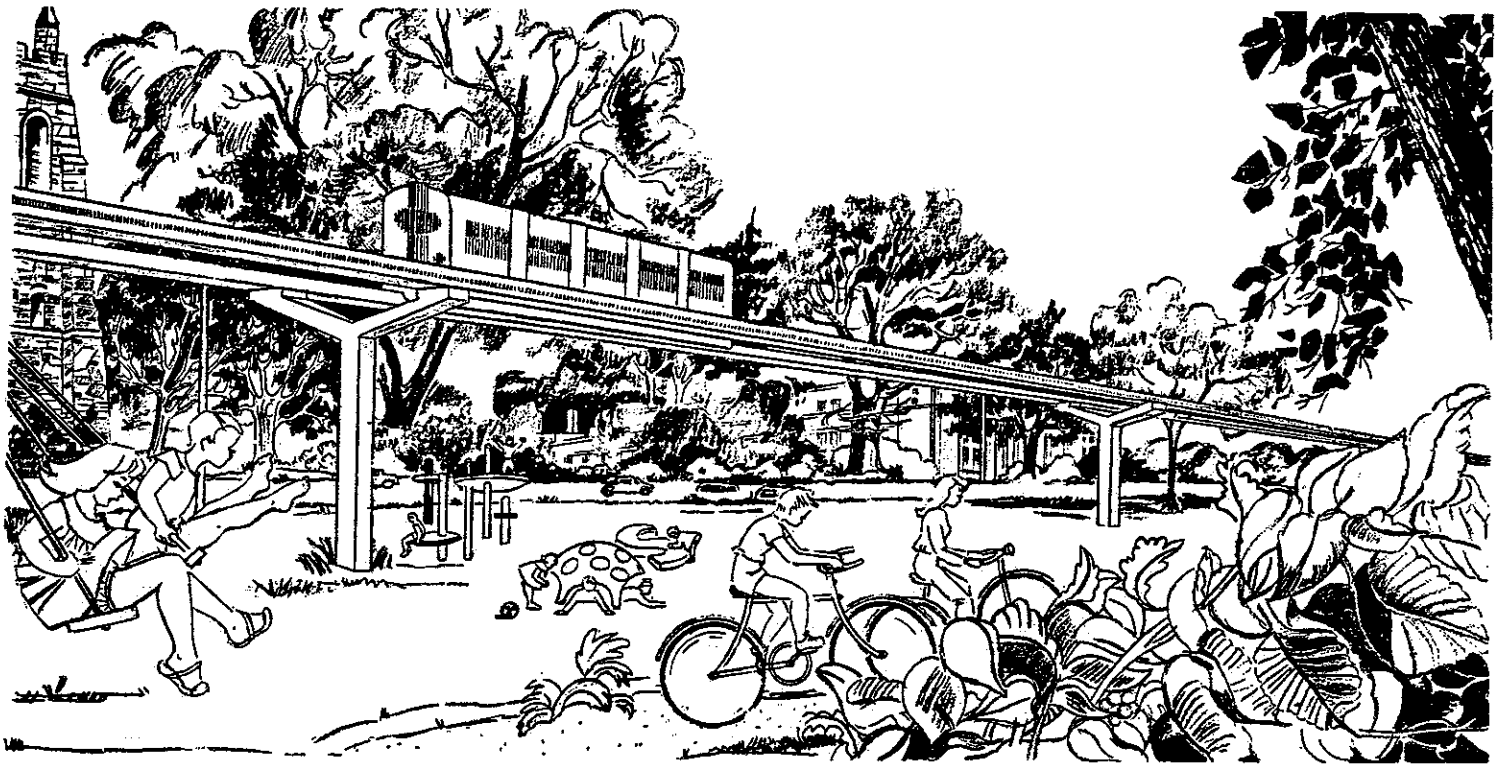


FIGURE 17  
47TH STREET RAPID TRANSIT STATION



**FIGURE 19**  
**LINEAR PARK BENEATH RAPID TRANSIT LINE**

not provide adequate tools to do so. Missouri statutes enable cities to establish historic districts under the zoning ordinance. The ordinance may make it unlawful for the owner of the property in an historic district to alter, construct, reconstruct or demolish any improvement without approval by certificate of the Landmarks Commission. The ordinance must provide that the owner may make a showing that the property, as it exists, is incapable of earning what the ordinance must define to be a reasonable return, after which the City must purchase or condemn the property within a specified time or issue a certificate of appropriateness for demolition by the owner.

Zoning can also be employed for historic preservation using another incentive technique, use variances, in those instances where this method can be applied in a manner compatible with the surrounding area. This could be authorized by a Missouri Statute that allows preservation as a reason for zoning technique that could be employed to conserve the environs of an historic district.

There is another tool, proven effective in historic preservation, which may be used in conjunction with the ordinance or may be used separately. This is the revolving redevelopment fund. The fund, established with contributions and government grants, is used to purchase and/or restore properties in conformance with preservation standards. These properties are then resold, with covenants to protect their survival in perpetuity, and the original fund outlays are recovered to be used on other properties. Such a fund may be privately administered or, if used in conjunction with historic district zoning, may be administered by the City Finance Department and the Landmarks Commission. Savannah, Georgia, has successfully operated a Revolving-Redevelopment Fund since 1964. In one case, an original investment of \$38,000 in fund money, coupled with bank and private loans, resulted in \$1,000,000 of restoration work in

an 018 month period.

In addition to historic district zoning and the revolving fund, the City may aid preservation by establishing off-street parking lots in historic districts where buildings are used for retailing, offer tax abatements to owners of historic buildings and sites who restore their properties, plant trees where they may enhance the environment in an historic district, or bury utility lines. Also, the City may act as applicant for funds from various federal programs for restoration of historic sites, buildings or facades of buildings.

Figure 20 shows locations of landmarks in the planning area. In some cases, these are individual buildings of architectural or historic significance. Others are districts in which the neighborhood has a character or history worth preserving as a whole far more important than the individual properties. An excellent example of such a district is the Rockhill Homes area, a neighborhood meticulously planned by William Rockhill Nelson in the late Nineteenth Century. A different type of district in which much interest has been expressed consists of the properties fronting on Westport Road between Main and Southwest Trafficway. Hotels, gunsmith shops, trading posts, churches and offices lined this road when it was the Main Street of the original Town of Westport. The idea of restoring this strip to something approximating its former character has been discussed by present property owners, shopkeepers and historic preservationists.

Following is a list of landmarks in the Westport Planning Area which appear on Figure 20. The Plaza Plan identifies several landmarks that have been designated in the area south of 43rd Street/Westport Road since 1972 (pg. 65).

<b>Landmark and Address</b>	<b>Construction Period</b>	<b>Significance</b>
Harris Home 4000 Baltimore Avenue	11854-55 Renovated 1970	One of the oldest homes in Kansas City; built for owner of Harris House, a famous Westport Hotel
Byers-3 Shop (formerly Scarritt Residence) 4038 Central	1847	One of the oldest homes in Kansas City; built for Nathan Scarritt, early Westport settler and teacher
Westport Methodist Church 500 West 40 <sup>th</sup>	1895	Third church on this site to serve oldest congregation in Westport. Nathan Scarritt served as pastor on two occasions.
Vanderslide Hall (formerly A. R. Meyer Residence) K. C. Art Institute 4415 Warwick	1897	Architects: Van Brunt and Howe
Mineral Hall (formerly R. E. Bruner Residence) K. C. Art Institute 4340 Oak	1905	Large stone home with rare are nouveau entrance
Nelson Gallery of Art 4525 Oak	1930	Architects: Wight and Wight; gift of estate of William Rockhill Nelson
Community Christian Church 4601 Main	1940	Original architect: Frank Lloyd Wright

Landmark and Address	Construction Period	Significance
Price Cordier Shop 20 West 43 <sup>rd</sup>	circa 1850	Early style brick home
Jim Bridger's Store 504 Westport Road	circa 1845	Bridger was a famous trail guide to the West
Westport Library Building (Allen Library) 118 Westport Road	circa 1900	First public library in Westport area
Thomas Hart Benton Residence 3616 Belleview	circa 1910	Home of Benton, famous artist
Dr. Joseph O Boggs Drug Store (now Meierhoff's; once known as "Albert N. Doershuk's Pharmacy") 501 Westport Road	circa 1890	First apothecary shop in Jackson County

These are the landmarks in the Westport Planning Area toward which preservation efforts should be directed. It should be noted from the list that age is not the sole determinant of importance for preservation. Many buildings and districts are significant, and should be preserved, even though they are not old. Perhaps the best example of such a district is the Country Club Plaza, which few Kansas Citians realize is the first suburban shopping center built in this country, begun in the mid-1920's. There is a pressing need for landmarks throughout Kansas City, and the entire metropolitan area, to be identified, researched and catalogued before many more are lost. It would be advisable to set aside funds for the Landmarks Commission so that staff time could be spent on such a cataloguing under the Commission's direction.

# **IMPLEMENTATION**

In September, 1970, preliminary census figures for total number of inhabitants, by census tracts, were available. These figures for the sixteen census tracts lying wholly or partially within the Westport Planning Area indicate that families with children are continuing to leave the planning area and that increasing portions of the area's rapidly declining population consist of elderly people, young singles and young couples. A question may be raised as to whether the community's goals of a pluralistic population and increasing commercial establishments, recreation facilities and population are realistic in view of the accelerating trends. The goals would definitely be difficult to accomplish in the presence of these trends but, from the community's point of view as well as the City's, the goals are worth pursuing. Why? Because people are leaving this and other central city areas because of fear, poor schools, congestion, pollution, lack of recreation, deterioration-reasons that reflect failure of local governments to perform essential services.

These circumstances are familiar to central cities throughout the United States. Shifting human and financial resources have left central cities with a preponderance of urban problems and an inadequate share of metropolitan resources. The Federal Government has been aware of this fact for several years and has initiated many programs intended to redistribute resources. About 250 Federal programs are available for cities, offering funds or services. A recent count found that 67 of these programs bring such funds or services to Kansas City, either directly to the City Government or through Model Cities, the Human Resources Corporation or the Kansas City School District.

## **PRIORITIES**

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Areas like Westport, where deterioration is relatively recent, are not

physically, socially or economically eligible for many Federal programs. It is, therefore, all the more important that local agencies commit themselves to a continuous renewal process for such areas lest they become the urban renewal areas for the next decade.

This commitment should express itself in many ways. Zoning cases must be carefully considered in view of premature deterioration that they may cause to surrounding property. Likewise with redevelopment plans and thoroughfare proposals. Code enforcement is vitally important to community stability and should be an ongoing city activity, as should selective demolition of unsalvageable buildings, upgrading of community facilities and building new ones. In short, community stability depends upon having all the needs of the community met, from trash collection to education, from recreation to rehabilitation and preservation, from street maintenance to urban beautification.

Not only must present needs be met, but forecasts of future needs and implications of present actions upon the future must be considered. As is the case in many central cities around the country, Kansas City has reached an unenviable position in which fear of not being able to afford to provide services may make zoning change requests for redevelopment look attractive regardless of where the development is proposed to be located. Granting such requests may help partially in solving an immediate problem but may cause worse problems within a very few years. This is why it is so important to have a comprehensive plan and to use that plan in making decisions regarding community development. In light of a comprehensive plan, it may be preferable to forego private investment for immediate public gain in view of possible public loss that may occur or in view of potential for greater public gain at some later date.

Priorities should be set only after they have been viewed in broad perspective. It is



## ZONING

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The primary tool for implementing a proposed land use plan is zoning. According to Missouri statutes, the city may be divided into zoning districts in accordance with a comprehensive plan. A comprehensive of the Land Use Plan (Figure 7) and a map of existing zoning districts reveals that several changes of zoning districts will be necessary to effect the plan. Some these should be changed immediately, while others should not be changed until redevelopment is undertaken. The Plaza Plan suggests several new zoning districts (pp 28-31, 48-49), suggests more specifics on bonuses in a new C3a2-Plaza zoning district (48-49), and suggests more specifics on a new R5a zoning district with the same objective as suggested here (p.29).

The districts that should be changed now are in areas where the present zoning is less restrictive than the land use plan. For example, many areas that have traditionally been neighborhoods of single family housing are now zoned for apartments and townhouses (R-3 and R-4). The creation of many of these districts occurred during the 1940's when the city, and the entire country, for that matter, was experiencing an acute housing shortage. Creation of these districts was intended to allow subdivision of dwellings, thus relieving the shortage. The land use plan proposes that some of these areas continue to be maintained as neighborhoods of single family housing; therefore, zoning which encourages encroachment by apartment construction should be changed.

Often the houses in these areas are large, too large for one family. Many have already been subdivided and the income property owners receive from renters insures that the property is maintained. Eliminating the right to so subdivide may in time contribute, therefore, to the deterioration of such housing. It is proposed that zoning in

these areas be changed to R-2b, thereby accomplishing two purposes: An R-2b district will not allow so many dwelling units per lot that it would encourage the removal of houses and replacement by apartments; an R-2b district will allow subdivision of houses on lots of at least 6,000 square feet into duplexes, providing sufficient income to insure maintenance.

The districts that should not be changed until redevelopment is undertaken occur in areas in which the existing zoning is more restrictive than the land use plan. Putting off these changes would eliminate scatteration of redevelopment and assure the city the opportunity for reviewing redevelopment plans.

Scatteration, or redevelopment in what may be called a "buckshot" pattern (or non-pattern), must be avoided because it typically leads to deterioration of structures surrounding it. This occurs when a large area is rezoned to allow uses that are, relatively, too unrestrictive when compared to the uses existing in the area, usually houses. Examples of this process abound in the planning area--the deterioration existing side-by-side with new development along Madison and Belleview Streets between 43rd and 47th Streets, for example, or the deterioration that occurs when a single new apartment building is built in the midst of houses. In such cases, owners of property surrounding the redeveloped property take the position that it is only a matter of time before their property is redeveloped also, and any money spent on normal maintenance would be wasted.

Zoning may also be a useful tool for historic preservation. One application of this should be in the area comprised of properties fronting on Westport Road between Main Street and Southwest Trafficway. The groundwork for such a special use district has already been set by City Council action on

## OUTDOOR ADVERTISING

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Although outdoor advertising signboards physically occupy an insignificant area of the City, their placement, design and lighting make them invariably dominant wherever they occur. While this is consistent with their expressed purpose, their effect upon the visual environment of the City is one of confusion and inappropriateness.

In Kansas City, very few controls have been enacted regulating the use of signboards in outdoor advertising. These controls are limited almost entirely to the zoning ordinance which precludes outdoor advertising in all residential zones and in neighborhood business zones (C-1). Signboards are also excluded along or facing public parks, parkways and boulevards. However, outdoor advertising should not be considered a land use in the planning sense, as zoning districts consider houses, offices, etc. Signboards are visual displays in character and intent, related to the use of public rights-of-way. Their function can be defined and studied best within a visual context, rather than a land use context, and their resultant effect upon the City should be analyzed, and any controls enacted, within this visual context.

The difference between outdoor advertising and other uses of signs must be clearly understood. There are generally two categories of private signs. There are those which are located on the premises identifying the name and function of the place of business and the goods and services offered; these are referred to as on-premise signs. The others are off-premise signs which have no reference to the particular point or premises on which the sign is located. Outdoor advertising is the common use of off-premise signs, usually in the form of signboards.

General Report 9 of Kansas City's Community Renewal Program, *The Design*

*Environment*, proposes controls of outdoor advertising that treat signboards as visual forces rather than land uses. Recognizing that there are people who hold that private off-premise signs should be completely eliminated, the report assumes that this alternative is not considered feasible or desirable in the public interest. Furthermore, the report evaluates the potential of outdoor advertising as follows:

Outdoor advertising does, or can, have meaning in the visual character of the city if properly placed and controlled. Signboards can serve as elements of urban design in two special ways: one, in helping to establish or maintain the visual character of specific areas, i.e., shopping centers, sport centers, entertainment areas; and the other as a foil, or special point of visual significance in the urban scene. To be effective in these two specialized instances, the general use of signboards must be carefully limited elsewhere.

After reviewing various means of controlling signboards, the report finds that the use of special advertising districts would be the most effective. These advertising districts are proposed to be specific, carefully located and limited areas along some major streets in which maximum outdoor advertising would be not only allowed but encouraged. As the report states, the districts would be not only allowed but encouraged. As the report states, the districts would thus become a positive element of urban design:

It is important that signboards be very concentrated in these selected areas and provide an intensive visual image. This intensification of outdoor advertising will provide better expression of the similar, intense and bold commercial qualities of the city,

## RENEWAL AND REHABILITATION

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This section extends particular recognition to a fact cited in the first paragraph of the Priorities section; namely, that deterioration and other results of poor planning, misuse and incompatibility in the Westport Planning Area, though evidently not serious enough for many Federal renewal and poverty programs, will eventually lead the area to wholesale urban renewal if allowed to continue unchecked. Several ways in which local government agencies can cope with these problems have been mentioned. In addition, there are several possible incentive approaches that local government or citizens' groups may use in attacking the causes of deterioration. Examples of these are: establishment of local non-profit maintenance corporations, tenant and community cooperatives and temporary abatement of taxes on improvements that homeowners make. The discussion now turns to potentialities of various State and Federal programs.

One somewhat obscure and rarely-used program of the Department of Housing and Urban Development is particularly appropriate for the Westport Planning area in light of the above, and should be pursued. This is the Urban Renewal Demonstration Program, which promotes developing and testing innovative methods and techniques for preventing and eliminating slums and blight. This program authorizes grants of up to 90 percent of developing and testing costs and grants to cover the full cost of writing and publishing reports on the results. Demonstration programs such as this are intended to produce results which would be applicable in other cities. Here, again, the Westport Planning Area is appropriately qualified, being typical of older, central city communities around the country that manage to remain just beyond the grasp of wide-spread deterioration. Also, since public bodies and nonprofit organizations are eligible demonstration applicants, the existence

and activity of a large varied number of community organizations make appealing the prospect of a joint effort by city government and community organizations toward preventing a slum, rather than waiting until one develops and then eliminating it.

In conjunction with, instead of, or in addition to such a demonstration program, the use of governmental housing programs should be promoted in the planning area. There are many programs available and the current Congress is considering new programs and modification on existing programs. A representative sample of existing programs follows:

**Code Enforcement Program**—This program is intended to restore the stability of neighborhoods where this can be accomplished by effective code enforcement and the provision of adequate public facilities. It contributes preventive action to reverse the forces of blight before more drastic action, such as extensive rehabilitation or clearance, becomes necessary. Grants are provided to cities for up to two-thirds of the cost of the following: Assistance in preparation of application for various FHA-insured loans; improvement of public streets, sidewalks, curbs and gutters; provision of traffic lights and signs, street name signs and street lighting; street tree planting; and relocation of families, individuals and business displaced as a result of code enforcement.

**Section 202**—This program is a direct government loan intended to provide housing for elderly and handicapped persons whose incomes make them ineligible for public housing, but who cannot afford rental charges of housing

City ordinance. Specifically, (1) the provisions of the Federal Uniform Relocation Assistance and Real Property Acquisition Policies Act of 1970 should be incorporated into one or the other of the laws; (2) the determination of blight should be made by the City or the Land Clearance for Redevelopment Authority, using the latest form devised by Federal Government for this purpose; (3) the State law should be used to facilitate redevelopment of those areas designated as "priority Renewal Areas" in Kansas City's Community Renewal Program (thereby making the State law a tool to supplement Federal urban renewal), or of areas which the City shall designate specifically for redevelopment under this law; and (4) if redevelopment is proposed for other than top priority renewal areas, a tax analysis should be undertaken to determine the economic impact on public revenues and expenditures due to the proposed redevelopment in order to decide to what extent (or if) tax abatement should be permitted. Use of the State law should be allowed in proposed redevelopment areas when a developer acquires title to a significant majority of the property in a block in order for him to acquire the remaining property.

With respect to renewal of older, centrally-located areas such as Westport, there are two general policy directions that may be followed. The first policy is to leave these areas alone until there are a substantial number of deteriorated and abandoned structures, then purchase the properties at reduced prices, clear the area, and then sell the properties for rebuilding. The second policy is to actively encourage sustained maintenance of structures and replace structures as they deteriorate or are abandoned, perhaps rebuilding a block at a time.

The first alternative has several objectionable features. Costs of providing public facilities and services become higher relative to the size of the population as the area declines and buildings are abandoned. New capital investments in public facilities such as schools are hard to justify in view of the life

expectancy of the neighborhood. Ultimately all residents will have to be relocated outside the area, and the residents remaining when redevelopment finally begins will be those with the greatest attachment to the area.

The second alternative avoids these problems. Public facilities and levels of public service may be maintained since new construction gradually replacing the old will maintain the population size throughout the transition period. Construction of new public facilities will be justified likewise. Residents may leave the area at times of their own choosing and residents displaced by the gradual rebuilding process may relocate within the area. Also, gradual rebuilding will make new housing available to residents who want to stay in the area and non-residents looking for new housing. There are, however, problems inherent in this alternative also. If rebuilding involves a change in land use, gradual rebuilding may cause further deterioration for remaining residents. Also, it may not be economically feasible to attract new housing to old residential areas. The first problem is a problem of physical planning; specific steps must be taken to assure that gradual rebuilding does not cause new deterioration. Such steps have been outlined in earlier sections on phasing redevelopment and transportation. The street modifications in Figure 12 are examples of means of limiting the adverse influence of new construction on old. The second problem requires the expenditure of public funds for its solution. Subsidation may be necessary to make it feasible to build new housing in old residential areas and public funds for new and improved community facilities may be necessary to attract new residents.

Obviously, the second alternative is the preferable direction for public policy. More than that, though, gradual rebuilding or ongoing renewal generally, is the key to survival for older communities. Replacement of what is abandoned or deteriorated and stabilization of what remains should be the objective of all policy relating to older areas of

## HISTORIC PRESERVATION

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The creation of a historic district zone has been proposed earlier in the section on zoning. This should be coupled with a strengthening of the City's Landmarks Commission ordinance, giving the Commission the power to propose changes of zoning to historic district zoning and a means for delaying demolition of structures on a predetermined list of landmarks in the City until arguments for and against demolition of the structures can be heard, as required by State enabling legislation. (Proposed historic zoning districts are shown as shaded zones on the proposed zoning district map, Figure 21.)

This in turn requires that the Landmarks Commission be funded so that a staff member or members of the City Development Department may be designated to serve the Landmarks Commission. Initially, during the cataloging of City landmarks, one or two full-time staff members may be required. Later, only a part-time position should be necessary; a full-time staff member may simply be available to serve the Landmarks Commission.

The revolving redevelopment fund, mentioned earlier in the plan section on historic preservation, may also be used as a source of funds for staff personnel to serve the Landmarks Commission. Principally, this fund is proposed for use in purchasing and/or restoring properties determined to be of historic significance to the City. The attraction of such a fund, over the more typical method of soliciting funds for restoring properties one by one, is that contributions may be assured that a single donation or pledge to be paid off in annual or more frequent installments will make frequent solicitation drives unnecessary. The revolving redevelopment fund in Savannah, Georgia, mentioned earlier also, was established with basic contributions and three-year pledges totaling \$200,000.00. In view of

recent losses of City landmarks and the threatened loss of others, a fund of this sort should be established in Kansas City as soon as possible.

Two other tools used to accomplish historic preservation elsewhere should be seriously considered for Kansas City. Both are intended for cases in which landmark designation has limited the income from a piece of property and thereby affected its market value. The first is a tax incentive; the owner may be offered tax abatement on his property as an incentive to maintain it. The second tool is appropriate when a historic structure is situated in an area in which there is intense development or an area which is zoned for intense development. It involves the sale of floor area rights to neighboring owners. For example, a two-story historic building on a one hundred foot by two hundred foot lot may be located in an area which is zoned so as to permit construction of a structure and building an office building in order to realize the income that the zoning would allow, the owner may obtain a negotiable document representing the unused portion of his floor area rights in return for placing a covenant on the building in perpetuity. The owner may sell a portion of his floor area rights to owners of property in a designated development district. The other property owners may then add this extra floor area to the amount which the zoning permits on their site.

In the preceding section, reference was made to the Urban Renewal Demonstration Program. Grants received through this program may also be used to develop and test methods and techniques for preservation and restoration of historic properties. In some cases, this program has been applied to historic preservation only. There are other types of Federal programs for preservation and provisions for preservation within more general

## ENVIRONMENTAL DESIGN

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Like most other cities, Kansas City grew and developed until the mid-twentieth century without a comprehensive plan and adequate planning standards and criteria. As a result the City is left with a legacy of overburdened residential streets, conflicting activities, competing signs, obsolete land use patterns, uncontrolled access to and from shopping areas on major streets and a general visual clutter. The Plaza Plan suggests general and specific design guidelines for the area south of 43rd Street (pp 67-93).

The Community Renewal Program for Kansas City recognized these many problems. In CRP Report 9, **The Design Environment**, several proposals are made for correcting these long-neglected situations. The report distinguishes between three different types of treatment areas, each requiring a different approach to dealing with problems. Conservation areas are those in which buildings are structurally sound and improvements must be limited to those which can be designed around existing buildings, streets, utilities and public facilities. In rehabilitation areas, many of the existing buildings will remain, adequate off-street parking can be approximated, amenities and pedestrian safeguards can be added, but in good measure much of the old pattern of development will remain. Redevelopment areas are those calling for total clearance; here there is nearly as much freedom as in new suburban development, with land use and street patterns left to be wholly determined for short-range as well as long-range plans.

The CRP Report 9 summarizes guidelines for residential areas as follows:

### Circulation and Traffic

Control access into residential areas to provide separation from adjacent land uses and from other neighborhoods:

by closing streets  
by developing new rights-of-way  
by developing a new street pattern in character with surrounding areas.

Limit through traffic to major peripheral routes.

Provide vehicular access and parking for each residence.

Visually express differentiations in the traffic system.

Develop a system of pedestrian circulation as a complete and integral part of the area.

### Separation and Buffers

Provide distinct visual and physical separation between residential areas and adjoining areas using open space and buffers:

with distance  
with planting  
with grade separation  
with architectural elements  
with a combination of these.

### Parking

Parking on streets alone should not be considered satisfactory.

Improve and maintain alleys to provide access to parking at the rear of each residence.

Provide curb cuts on streets for angle or perpendicular parking where needed; these to be differentiated from driving lanes.

### Buildings in Renewal

Develop strong continuity of existing

Parkway on Figure 22. Specific details and applications for other areas however, should be left to be determined by residents, businessmen and other parties interested in the area. Neighborhood organization is essential to carry out this work.

Resolution No. 940741 adds the following guidelines for the area generally bounded by Knickerbocker Place, Washington Street, Central Street, and 38th Street:

1. Development on the east side of Washington Street shall be designed to adequately screen the surrounding residences from activity related to any non-residential use.
2. All access to the site shall be provided on either Broadway Boulevard or Valentine Road.
3. The final design of landscaping, screening, lighting, signage, and building facades shall be reviewed and approved by the Director of City Development through a URD rezoning process.
4. Development shall conform to appropriate guidelines for historic properties and historic preservation, as administered by the City's Historic Preservation Management Division.
5. Development shall not create excessive noise levels, as may be determined by the Health Department, beyond the boundaries of the subject site.
6. Landscaping and screening plans along Broadway Boulevard shall be reviewed and approved by the Parks and Recreation Department.

Resolution No. 971414 adds the following guidelines for the four lots abutting the east side of Baltimore directly north of and adjacent to Armour Boulevard:

1. The commercial development shall not be accessible 24 hours a day but have limited hours at night and in the early morning.
2. The commercial development at this site will be for self-storage purposes.
3. All loading/unloading access to the site shall be provided on Armour or Main Street.
4. Regular pick-ups/deliveries by large 18 wheel trucks shall be prohibited.
5. The development shall be buffered from the adjacent residential areas/properties by the appropriate setbacks and landscaping as designated on the site plan.
6. The applicant shall dedicate a landscaping easement along the northwest property line.
7. Development shall conform to the appropriate guidelines for historic properties and historic preservation, as administered by the City's Historic Preservation Management Division.

## COMMUNITY PARTICIPATION

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Genuine community involvement in the 1970's, when a participation revolution surrounds every major institution, requires sharing the capacity to make decisions, and therewith responsibility for urban conditions. Decentralization must be given serious and adequate consideration for three reasons:

1. To improve communications between the central city government and socially-isolated and alienated neighborhoods.
2. To improve service delivery systems or access to services.
3. To redistribute some decision-making to neighborhoods which historically have been powerless, so they share in the responsibility for solving their local problems.

As indicated in a recent study by the Committee for Economic Development, decentralization is "a means of humanizing government, giving the voter greater access to public services, more control over the bureaucracy which manages his affairs, and a more important role in decisions in which he has a stake. The case for decentralization, however, cannot ignore the economic, technological, and social arguments which favor a centralized system....what is needed is a system of government that adequately recognizes both forces, centralization and decentralization. Such a system must permit a genuine sharing of power over functions between a larger unit and a smaller unit. It must recognize a larger unit to permit economies of scale, area-wide planning, and equities in finance. It must recognize a smaller unit to permit the exercise of local power over matters which affect the lives of local citizens."

community development is more critical than setting in motion the exertion of the will of the people of a community toward self-renewal. This can come about through true involvement, resulting in real responsibility for the results of public action, when the distance between those affected by government and those deciding its direction is reduce

No other single element of a plan for